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THE OTTAWA, EASTVIEW AND CARLETON COUNTY LOCAL GOVERNMENT REVIEW

R E P O R T O N R E S E A R C H F I N D I N G S

February, 1965

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Special Commissioner.

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The Review Staff wishes to acknowledge its indebtedness to all who have contributed to the research programme. The help of countless municipal and other officials who have given unstintingly of their time is particularly appreciated. Without their cooperation, this report would have been impossible.

TABLE OF CONTENTS

Part	Chapter	Title	Page
	1	Introduction	I - VI
	2	Summary of Findings	VII- XII
I. THE REVIEW AREA	3	The Physical and Historical Setting	1 - 9
	4	The Economy of the Area	10 - 22
	5	Population and Housing	23 - 41
II. GOVERNMENTAL STRUCTURE	6	The Structure of Municipal Government	42 - 50
III. THE FUNCTIONS OF LOCAL GOVERNMENT	7	Education	51 - 123
	8	Welfare and Health	124- 143
	9	Planning and Related Controls	144- 154
	10	Sanitation and Utilities	155- 168
	11	Transportation	169- 177
	12	Housing and Renewal	178- 180
	13	Parks, Recreation and Community Services	181- 185
	14	Police and Fire Protection and Administration of Justice	186- 195
	15	General Government Administrative Functions and Miscellaneous Functions	196- 199
IV. MUNICIPAL NEEDS AND RESOURCES	16	Total Financial Requirements and Resources	200- 210
V. CONCLUSION	17	Implications Concerning Local Government	211- 212

LIST OF PLATES

Plate No.	Title
1.	Municipalities in Review Area.
2.	Physiography and Soils.
3.	Drainage areas.
4.	Past, Present and Proposed Urban Development.
5.	Generalized urban development projections, 1986.
6.	Generalized existing land use, 1963.

The Plates are bound at the end of the Report, following page 212.

LIST OF TABLES

Table	Title
4-1	Employment in the Review Area and Region, 1961-1962.
4-2	Labour Force in the Review Area and Region, 1961.
4-3	Labour Force by Industry in the Review Area, 1951-1961.
5-1	Population Growth in the Review Area, Ontario and Canada, 1901-1961.
5-2	Urban and Rural Population Growth in the Review Area, Ontario and Canada, 1951-1961.
5-4	Population Distribution in the Review Area, 1951, 1961 and 1963.
5-5	Population Age Distribution in the Review Area, 1951 and 1961.
5-6	Population Characteristics in the Review Area, 1961.
5-7	Total Family Income in the Review Area for the year ended May 31, 1961.
5-8	Distribution of Family Incomes in the Review Area and the Census Metropolitan Areas of Toronto and Montreal, 1961.
5-9	Housing Completions in the Urban and Suburban Municipalities of the Review Area, 1956-1963.
5-10	Characteristics of the Housing Stock in the Review Area, 1961.
5-11	Ratios of Employment to Population in the Review Area, 1962, 1976 and 1986.
6-1	Composition of Councils in the Review Area, 1964.
6-2	Council Committees in the Review Area, 1964.
6-3	Boards, Commissions, etc. and their Staffs in the Review Area, 1964.
6-4	Municipal Staffs in the Review Area, 1951 and 1964.
7-1	Elementary and Secondary School Age Population as a Percent of Total Population in the Review Area, 1951 and 1961.
7-2	Increase of School Age Population, 1951 to 1961.
7-4	Students Attending Elementary and Secondary Schools as a Percent of the 5-14 and 15-19 Age Groups, 1951 and 1961.
7-5	Effect of Aging on Elementary and Secondary School Age Population in the Review Area, 1963 to 1968.
7-6	Administration of Education 1951 and 1963.
7-7	Major School Boards, School Areas and Board Composition, 1963.
7-8	Classroom Classification by Year of Construction and Use for Public Elementary Schools in the Review Area, 1963.
7-9	Classroom Classification by Year of Construction and Use for Separate Elementary Schools in the Review Area, 1963.
7-10	Classrooms by Age and Use for Secondary Schools in the Review Area, 1963
7-11	Classification of Instructional Staff in Elementary Schools of the Review Area, September, 1952.
7-12	Qualifications of Instructional Staff in the Elementary Schools of the Review Area, September, 1963.
7-13	Comparison by Number of Teachers and Average Annual Salary Paid by Municipality, September, 1952 - September, 1963.

Table	Title
7-14	Proportionate Distribution of School Age Enrolment in the Review Area, 1951 and 1963.
7-15	Elementary School Enrolment in the Urban Municipalities of the Review Area, 1951, 1961 and 1963.
7-16	Secondary School Enrolment by Grades and by Type of Course, September, 1951 and September, 1963.
7-17	Public Elementary Enrolment by Grade and Municipality in the Review Area, September, 1963.
7-18	Separate Elementary Enrolment by Grade and Municipality in the Review Area, September, 1963.
7-19	Average Number of Pupils per Classroom and per Teacher, Average Number of Rooms per School and Special Rooms as a percent of Total Rooms in the Review Area, 1951 and 1963.
7-21	Municipal Corporate Expenditure on Education as a percent of total Municipal Corporate Expenditure and Municipal Tax Levy for Education as a percent of Total Municipal Tax Levy, 1951 and 1963.
7-22	Increase in Municipal Corporate Educational Expenditures, Total Expenditures and Tax Revenues in the Review Area, 1951-1963.
7-23	School Debenture Debt, 1951 and 1963, and Municipal Corporate Expenditure on Education per Capita Working Age Population and per $1,000. Equalized Assessment, 1963.
7-24	Gross and Net Revenue and Expenditure per Pupil for Elementary School Boards in the Review Area, 1963.
7-25	Percentage Distribution of Gross Revenue and Gross Expenditure per Pupil by Type of Income and Expenditure for Public Elementary School Boards in the Review Area, 1963.
7-26	Percentage Distribution of Gross Revenue and Gross Expenditure per Pupil by Type of Income and Expenditure for Separate Elementary School Boards in the Review Area, 1963.
7-27	Percentage Distribution of Gross Revenue and Gross Expenditure per Pupil by Type of Income and Expenditure for Secondary School Boards in the Review Area, 1963.
8-1	Total Public Welfare Expenditures including Provincial and Federal Contributions, by Municipality, in Carleton County, Fiscal Year ending March 31, 1963.
8-2	Municipal Health Expenditures and Debt in the Review Area, 1951 & 1963.
9-1	Planning Boards, Official Plans, Zoning, Subdivision Control and Building By-laws in the Review Area, 1964.
10-1	Municipal Sanitation and Waste Removal Expenditures and Debt in the Review Area, 1951 and 1963.
10-2	Municipal Waterworks Expenditures and Debt in the Review Area, 1951 and 1963.
10-3	Local Improvement Debt and Taxes in the Review Area, 1951 and 1963.
11-1	Municipal Expenditures and Debt for Roads and Related Works in the Review Area, 1951 and 1963.
13-1	Municipal Expenditures and Debt for Parks, Recreation and Community Services in the Review Area, 1951 and 1963.
14-1	Municipal Expenditures and Debt for Police Protection in the Review Area, 1951 and 1963.

Table	Title
14-2	Municipal Expenditures and Debt for Fire Protection in the Review Area, 1951 and 1963.
14-3	Municipal Expenditures and Debt for Administration of Justice in the Review Area, 1951 and 1963.
15-1	Municipal Expenditures and Debt for General Government Administration in the Review Area, 1951 and 1963.
16-1	Gross Municipal Expenditures by Function in the Urban and Suburban Municipalities of the Review Area, 1951 and 1963.
16-2	Net Municipal Expenditures by Function in the Urban and Suburban Municipalities of the Review Area, 1951 and 1963.
16-3	Per Capita Tax Levies in the Review Area, 1951 and 1963.
16-4	1964 and 1968 Population, Assessment, Debt and Debt Charges Projected for Ottawa, Eastview, Nepean and Gloucester.

THE
OTTAWA, EASTVIEW AND CARLETON COUNTY LOCAL GOVERNMENT REVIEW

REPORT ON RESEARCH FINDINGS

CHAPTER 1. INTRODUCTION

The process of rapid urbanization in the Province is well known; many centres of population have expanded to several times their size in a very few years. One of the many consequences of rapid urban growth has been the need to adjust the functions of local government and to change its territorial structure so as to enable it to cope with an increasingly complex urban society.

It has always been a fact of political organization that governmental structures change more slowly than might appear necessary in the light of rapid economic and social changes. Nowhere is this cultural gap more obvious than in the field of local government where local territorial "sovereignty" was established long before the metropolitan pattern of human settlement began.

The fundamental purpose, therefore, of this Review is to assess the degree to which local government organization and operation in the review area has met the needs of a growing population and to suggest changes which might be considered necessary or desirable in meeting present and anticipated future conditions.

The formal beginning of the Review was on May 26th, 1964 under terms of reference included in a letter from the Minister of Municipal Affairs to each of the municipalities in the review area. One of these letters is reproduced on the following pages.

801 Bay Street,
Toronto 5, Ontario.

May 26, 1964.

Mayor Charlotte Whitton, C.B.E.,
City Hall,
Ottawa, Ontario.

Dear Miss Whitton:

In a letter dated November 15, 1963, addressed to you as the head of your municipality you were advised that the Department of Municipal Affairs had been considering for some time the advisability of organizing a major study of the inter-municipal relations and regional problems affecting the various municipalities in the County of Carleton, including the City of Ottawa and the City of Eastview.

Subsequently, a preliminary conference was held following a dinner meeting in the Chateau Laurier Hotel at Ottawa on December 3, 1963, at which the Deputy Minister presided. I am informed that representatives of practically all of the local councils throughout the entire county showed overwhelming support for the proposal and expressed the opinion that this Department should take the initiative in determining the nature and scope of the inquiry and the procedure to be adopted so that the results would be of greatest possible benefit to the interested municipalities and the Department as well.

I am glad to be able to announce now that in accordance with the provisions of the relevant legislation enabling the Department to study, report and advise upon the government and administration of municipal affairs in any municipality or municipalities, I have appointed Mr. Murray V. Jones, B.A., as a Special Commissioner to inquire into and report upon:

(a) the structure, organization and methods of operation of all municipalities and their local boards in the County of Carleton, including the cities of Ottawa and Eastview and the Corporation of the County of Carleton.

(b) all aspects of the functions and responsibilities of the existing local government institutions within the said area and, in particular, without limiting the generality of the foregoing, inter-municipal relations and problems which concern or may concern any two or more of the municipal corporations or local boards having jurisdiction within the said area.

(c) the anticipated future development of the area or other changes therein which may require reorganization or revision of the existing system of local government in the area.

(d) the effect of present and anticipated future projects and operations of the national government upon the responsibilities and resources of local government therein.

(e) any other related matters affecting the local government structure within the area.

Mr. Jones holds a B.A. degree from the University of New Brunswick with honours in history and political science. After attending a post-graduate course at McGill University he was appointed the first planning director for the Township of Toronto in 1951. In that position he was concerned with the numerous problems of a rapidly developing suburban municipality and also became thoroughly familiar with the special problems of such a municipality as one of the important local units in the County of Peel. From 1954 to 1962 he was Commissioner of Planning and chief officer of the Metropolitan Toronto Planning Board with jurisdiction over an extensive planning area, which included fourteen local municipalities in the three counties of Peel, York and Ontario. In that capacity he acquired further extensive knowledge of urban and regional problems in the huge urban and suburban area known as the Metropolitan Toronto Region.

Mr. Jones has outlined to me in general his intended procedure in investigating the inter-municipal problems and relationships which must affect the future of the two cities, the three villages and the ten townships located in the County of Carleton. In my opinion, he is eminently qualified to assist both the Department and the municipalities concerned in the consideration of their joint problems, and in the eventual presentation to me, after due study and consideration, of recommendations for possible improvement in the present structure and organization of the existing local institutions in this important area.

The project will be known as the Ottawa, Eastview and Carleton County Local Government Review. Mr. Jones has been authorized to obtain for the sole purpose of this study an extremely well qualified Research Director in the person of Mr. Donald M. Paterson. Mr. Paterson until recently has been engaged primarily in economic and financial research on the staff of the Metropolitan Toronto Planning Board. He is an M.A. graduate in economics of the University of Toronto. He will be established for the duration of the survey in an office in Ottawa for the purpose of continuous consultation with local municipal and school officials both of the municipalities and their local boards, the collection of financial and other data, the assembling and correlation of available existing reports and other research activities. In this respect I request the fullest cooperation of the municipalities and local boards in providing essential information and material to him.

Subsequently, the municipalities and local boards and all other interested bodies and individuals will be invited to submit briefs and one or more public hearings will be conducted in Ottawa for the public discussion of the briefs and written submissions. Copies of these will be made available, if required, for the information of the local authorities and the Department.

May I express the hope that you and your council are in agreement with my view that a broad and comprehensive inquiry of this type is desirable in the interests of your municipality, and of all other municipalities in the region, and that you will, therefore, extend your utmost cooperation in making the proposed review a success. In this way the Department and the municipalities, together, will have the advantage of a sound and reasonably complete background of information and competent objective analysis in the consideration of such changes as may seem desirable to improve local government institutions in this part of the province.

Yours very truly,

J. W. Spooner
Minister

On August 3rd, 1964 the Council of the Township of Cumberland, a municipality in the United Counties of Prescott and Russell, formally requested the Minister to enlarge the review area so as to include that municipality. On August 19th, 1964 the Minister advised Cumberland Township that he had approved of the request and had instructed that the same terms of reference be used in considering the position of this municipality in the review area. The municipalities comprising the review area are shown on Plate 1.

The first step in conducting the Review was to prepare a research programme and establish a study procedure. Both of these matters were set out in detail in a letter to each municipality in June, 1964.

Since the purpose of this document is to report research findings the research outline as published in June 1964 is not printed in this report. What follows, for the information and use of local government bodies and other interested groups and individuals is an extract from the June, 1964 letter setting out the study procedure. It will be appreciated that we are now in the second phase of the research programme with the publication of this report of research findings.

It is indicated in Phase I, part (c) of the research programme that a revised edition of this report might be circulated. It is now felt that only necessary corrections or additions will be published as a supplementary report.

PHASE I - THE RESEARCH PROGRAMME

This phase of the Review will be conducted in three steps:

(a) the collection and analysis of data and information as set out in the research programme. This part of the research programme will be carried on in extensive collaboration with all affected officials in the area.

(b) the publication of research findings probably combined

into functional groupings, and the distribution of this information to all affected organizations or individuals in the area. Each municipality, board, organization, etc. receiving the results of the research will be asked to advise as to its technical and interpretative accuracy.

(c) the published research findings will be revised, if necessary, and distributed again. The purpose of this part of the procedure is to not only obtain accuracy and comprehensiveness in the information gathered but also to attempt to obtain a consensus of the facts of local government operations in the area.

PHASE II - THE PRESENTATION OF ALL OPINIONS ON LOCAL GOVERNMENT PROCEDURES AND SOLUTIONS

This phase will contain four steps with the primary objective being that of clarifying the nature of any problems that exist and obtaining reasoned solutions and proposals for changes in the local government structure, functions, etc. in the area:

(a) the preparation of opinion briefs of any council, board, etc. including any individual who may wish to submit an opinion on the matter. A suitable time will be established between the final publication of research information and the time for presentation of the briefs at public hearings. It is to be hoped that all briefs will use the factual base of the research findings rather than repeat similar background material and it is further hoped that all opinions expressed will be well documented with reasons for the opinions.

(b) public hearings will be held at places and on dates to be announced and well advertised. The Commissioner proposes to conduct public hearings in such a way as to obtain an intensive and frank discussion of all the issues raised in the briefs.

(c) at the conclusion of the public hearings, it is proposed to summarize all of the briefs presented and all of the discussion which took place during the public hearings and to distribute this summary to all of the groups or individuals submitting briefs and any others who may be interested in obtaining the summary. The purpose of this part of the procedure is to enable all individuals concerned to have an opportunity to consider the point of view of others and to determine whether the opinions originally expressed may in any way be affected by such an examination.

(d) the Commissioner will invite those who may wish to submit further opinions to a second series of public meetings after an adequate time has elapsed for study of the summary of the findings of the first series of public hearings.

PHASE III - ANALYSIS AND PROPOSALS AND COMPLETION OF REPORT

During this phase it becomes the responsibility of the Commissioner to analyze the implications of each proposal made at the public hearings in all aspects, especially the financial aspect, and to prepare a report to the Minister which will include the findings from the research programme, a complete statement of the issues raised and proposals made at the public hearings and the Commissioner's analysis of the proposals with recommendations.

This submission of the Commissioner's report to the Minister will complete the Review save and except the extent to which the Minister may decide to discuss the Commissioner's recommendations with the people of the area prior to any governmental action, if such should prove necessary or advisable.

It is hoped that the collection of facts in this report and the interpretation placed on them will provide a basis for understanding the nature of existing municipal organization and operation in the review area. Many may already have these facts available to them but perhaps their collection in one document may provide a basis for better understanding of the complexity of local government in the area. In any event, the primary purpose of this report is to enable the local councils, boards and commissions and the general public to have background information from which opinions can be developed on the adequacy of existing organization, operation and financing of local government.

The Review officials are particularly anxious that this report be not only technically accurate but also provide a reasonable interpretation of the facts. To this end, comments and criticisms are most welcome. This document does not attempt to cover every detailed facet of municipal administration; it does attempt to cover significant areas which might bear on the nature and adequacy of organization and operation.

It is hoped that those concerned with local government in the review area will study this document and use it as part of the basis for opinions which, it is also hoped, will be forthcoming at public hearings in February and March. A general Notice for the public hearing has already been published. Further notices as to the exact dates and places for hearing and discussing briefs will be published later.

CHAPTER 2. SUMMARY OF FINDINGS

In this summary, marginal numbers refer to the chapters in which the respective findings are discussed.

3. The review area comprises 1,060 square miles of the Ottawa valley, at the juncture of the Ottawa, Rideau and Gatineau Rivers. The land is relatively flat, has generally fair drainage, and nearly 60% of the soil is suitable for agriculture. Less than 5% of the area is presently devoted to urban uses. Its location made the area important in the fur and timber trades and helped determine its selection as the National Capital.

4. Employment in the area totals 147,000 with the Federal government accounting for over a third. Less than 7% of the jobs are located outside the urban municipalities of Ottawa, Eastview and Rockcliffe Park, compared to 15% of the labour force. The employed labour force increased by almost two-fifths in the 1951-61 period, and employment is expected to reach 200,000 by 1976 and nearly 250,000 by 1986.

5. Since 1956, the population of the review area has grown at a faster rate than any other major centre in Ontario. 46% of the growth has been due to net immigration from other parts of Canada and abroad. The suburban municipalities of Nepean and Gloucester have accounted for 25% of the area's growth in the 1951-61 period, and for 50% since 1961. Over 10% of the people now live beyond the National Capital Commission's greenbelt, but less than 3% of the jobs are found there.

Average family income in the area is higher than that of any Census Metropolitan Area in Canada, reflecting proportionally fewer poor families and more with upper incomes. Almost one family in four has an income under $4,000. however,

and such families represent a significant proportion of total families in each of the area's municipalities.

Future population is expected to reach 530,000 by 1976 and 670,000 by 1986. By the latter year, it has been estimated that almost 30% of the population will be located beyond the greenbelt, compared to only 5% of the area's employment.

6. There are 17 local governments in the review area with a total of 104 council members in the cities, villages and townships, and 19 seats on Carleton County Council. The ratio of population per council member ranges from 150:1 to 11,100:1 in the area municipalities. Varying use is made of council committees which total 54, with 268 committee positions.

Local boards and commissions are extensively used. Exclusive of school boards, these number 80, with a combined membership of 519 and total staffs under their direct jurisdiction of 3,752. This may be compared to 3,973 school board employees and only 2,401 on municipal staffs directly under council jurisdiction. The combined local staff total of 10,126 represents nearly 7% of all employment in the review area.

7. The impressive number of school board employees reflects a dramatic 232% increase in the area's total school enrolment from 7,341 in 1951 to 24,366 in 1963. School age population has grown significantly faster than the other age groups, and the proportion of these children attending school has also increased sharply. Aging of the present pre-school and younger school-age groups in the review area will produce further increases of 13% in the 5-14 group and 20% in the 15-19 group by 1968. In-migration and still higher attendance ratios can be expected to add their impact on enrolment.

Recent improvements in Provincial legislation and school grants will assist the municipalities in providing the necessary schools and teachers, but present deficiencies in the review area's school systems leave no doubt that heavy municipal expenditures on education will be required for many years. Gross per pupil expenditures on elementary education range from $170 to $439, evidence of a widely divergent standard of education throughout the area. In general, the suburban and outer municipalities are spending more per $1,000 of assessment on education, but receiving a lower standard of educational service than the urban municipalities.

8. Welfare needs in the review area are presently concentrated in Ottawa, Eastview and Gloucester. Only Ottawa, Carleton County, the Ottawa-Carleton Children's Aid Society, and to a lesser extent Eastview have developed welfare staffs of any magnitude. The Ottawa welfare programme is evidently the only one which goes significantly beyond the mandatory requirements under Provincial legislation.

Health services are provided by the Ottawa Board of Health, Eastview Board of Health, Carleton County Health Unit and Prescott and Russell County Health Unit, and their attendant staffs. Only Ottawa, and to a lesser extent Eastview, have programmes extending much beyond the essentially preventive health services. Hospital needs in the area have recently been the subject of a thorough study by the Ontario Hospital Services Commission. Municipal involvement in the provision of hospital facilities here is more direct and extensive than in most other centres due to Ottawa's role in providing the Ottawa Civic and Riverside Hospitals.

9. The history of planning in the review area is a long one, involving the Federal and, more recently, the local governments. Although there is a joint Ottawa Planning Area Board plus six other boards, and most of the area is now under

subdivision, zoning and building control, it cannot be said that effective regional planning control has been achieved. The prospect of extensive urban development beyond the greenbelt makes this a particularly urgent need.

10. Planned provision of water and sewer facilities within the greenbelt is well under way, but critical decisions with regard to these services beyond the greenbelt are pending. Waste removal, hydro-electric power distribution, air pollution control and street cleaning and lighting do not appear to pose such critical problems, although some are of metropolitan significance.

11. Provision of roads in the review area involves the provincial, federal, city, county, village and township governments. Sharp contrasts in quality are evident between some of the respective road systems in the area. Coordination of the planning, financing and programming of all future road works will be required if past disparities are to be overcome and a balanced road network created.

Public transportation is provided only by the Ottawa Transportation Commission. Growth beyond the city indicates an increasing need for an extended system, which may require permanent relief from some of its costs if it is to provide adequate service at reasonable fares.

Continuous coordination of roads, public transportation, traffic engineering and public parking will be required for an efficient total transportation system.

12. Provision of municipally sponsored housing for low income families has only been undertaken by the City of Ottawa. The distribution of such families throughout the area suggests that some of the municipalities most in need of it may feel unable to afford it, and that the amount being provided falls considerably short of the area's total requirements.

13. Ottawa is also the only municipality providing extensive park, recreation and library facilities. Their use by residents of other municipalities indicates an area-wide concern for certain types of these facilities.

14. Police protection in the review area is provided by six municipal police departments, the Ontario Provincial Police and the Royal Canadian Mounted Police. Four municipal fire departments with full-time paid staffs, and numerous volunteer fire brigades provide fire protection. There are many inter-municipal fire agreements and a County Mutual Aid agreement is in effect in Prescott and Russell County; such an agreement has also been proposed for Carleton County. Police cooperation appears excellent without formal agreements.

Carleton County, Ottawa, Eastview, and Prescott and Russell County are involved along with the Provincial and Federal governments in the administration of justice in the area. Facilities generally appear adequate at the present time with the exception of the Carleton County Jail which is obsolete, Magistrate's Court space in the City of Ottawa which though excellent is apparently becoming insufficient to handle the growing number of cases, and the Magistrate's Court at Rockland which is inconveniently located for residents of western Cumberland.

15. Of the remaining municipal functions which include administrative services (such as finance, assessment, clerks, legal, audit, personnel, property, purchasing and equipment maintenance) and miscellaneous services (such as industrial and tourist promotion), finance and assessment are probably of greatest area-wide significance. Competent financial programming and equitable assessment will be essential if municipal resources are to be used most effectively in meeting the area's needs.

16. In the present allocation of these resources, education, protection and debt charges account for predominant shares of expenditure. There is wide variation among the area municipalities in both the gross expenditures on various services, and in the net financial burdens carried. This is largely a reflection of significant differences in revenue-yielding assessment. Grants in lieu of taxes on exempt Federal properties materially assist Ottawa, Gloucester and Nepean, but do not eliminate these differences.

Present deficiencies and anticipated future developments leave no doubt that municipal expenditures will continue to increase significantly. Available projections of capital requirements, assessment, employment and population suggest that present inequalities in the financial capacity of the various municipalities may be expected to continue.

17. The above findings taken together would seem to imply a need for more effective planning and control over development and service extensions, particularly beyond the greenbelt; for less inequality throughout the area in the provision of services, and in the burden of taxation; for more equitable ratios of population per elected representative; and for more effective and continuous machinery for coordinating Federal, Provincial and local government activities in the area.

PART I - THE REVIEW AREA

CHAPTER 3. THE PHYSICAL AND HISTORICAL SETTING

PHYSICAL

The review area is part of the Ottawa-St. Lawrence lowland which is generally underlain by recent sedimentary rock, deposited on top of sunken Pre-Cambrian rocks. The lowland was formed by the process of faulting and sinking during the ancient geological upheavals which created the surrounding mountains. The lowland is thus surrounded by a high wall of hard Pre-Cambrian rock known as the Canadian Shield in Canada and the Adirondack Mountains to the south in the United States.

The part of the Canadian Shield immediately to the north of the review area is known as the Laurentian Mountains, called the Gatineau Hills in the vicinity of Ottawa-Hull, and a spur of the Shield on the west of the lowlands, which extends southward through the Thousand Islands to join the Adirondacks, is referred to as the Frontenac Axis.

The lowland extends eastward across the St. Lawrence and Ottawa Rivers into the Montreal region and the Eastern Townships of Quebec.

The review area comprises about 680,000 acres or approximately 1,060 square miles situated adjacent to the geologic and geographic division between the lowland and the Canadian Shield, where the sedimentary and Pre-Cambrian rock formations meet along the Ottawa valley, and where two major tributaries - the Rideau from the south and the Gatineau from the north - join the Ottawa River.

The sedimentary rocks underlying the lowland give evidence of much faulting and shifting, some of the major faults

accounting for the Chaudiere and Hog's Back Rapids, the rocky formation of Lemieux Island, and the hill on Carling Avenue at the eastern edge of the Dominion Experimental Farm. The faulting action has not yet ceased, and minor earthquakes still occur, the most recent tremors having been felt in 1943 and 1961. A few of the larger buildings in the Ottawa area have consequently been designed to withstand earthquake shock.

The soils of the review area show great variation, as indicated on Plate 2. Over 40% of the area has soils of heavy and intermediate texture, such as clay, clay loam, silt loam, loam and sandy loam. These soils, although often imperfectly drained, vary from good to excellent as cropland, and are suitable for general farming. About 15% of the area has soils of fine sand or heavy clay, comprising fair to poor cropland, but suitable for certain specialized crops such as potatoes, and for pastures and woodlots. The remainder of the area is generally poorly suited to agriculture, comprising stony or rocky soils, shallow soils over bedrock with rock outcroppings, excessively drained soils, and swamps, bogs or other areas having very poor drainage. Much of this land is however suitable for forestry, wild-life and recreational uses, with the area's forest production contributing a portion of the pulpwood consumed by paper factories in the region.

Sand and gravel deposits are found close to the surface at several spots in the review area and many have been developed commercially as a source of supply for the construction industry, as shown on Plate 2. Clay and limestone deposits have also been developed for the manufacture of bricks and cement.

Less than 5% of the review area is presently devoted to urban uses, which are centered in and around the City of Ottawa. Sand and clay plains of varying depth underly much of this area

of concentrated urban development, leading to occasional difficulties in the construction of adequate foundations for larger buildings, in districts where the bedrock lies deep. In other sections, the bedrock is thinly covered or exposed, and one of these - the highest point in Ottawa - serves as the site for the City reservoir.

The review area is drained by one major river, the Ottawa, and its various tributaries, as shown on Plate 3. The Ottawa, with an average flow of some 45,000 cubic feet per second, offers an abundant and reliable water supply, and a potential for hydro electric power generation which has been developed at Chats' Falls and Chaudiere in the review area.

The major tributaries in the vicinity are the Rideau, Mississippi, South Nation and Carp Rivers. The first two have their sources in lakes in the Shield, and have relatively steady flows. The latter two begin in marsh or bog areas of the lowland and have low gradients and poor summer flows, with the Carp almost drying up at times. In turn, these major tributaries have minor streams flowing into them: Cody Creek into the Mississippi, the Jock River and Steven Creek into the Rideau, and the Bear Brook and Castor River into the South Nation. In dry periods these minor streams, like the Carp, dry up easily. A few minor streams also drain directly into the Ottawa, but of these only the Green Creek and Watts Creek are of any importance; even though they have minor flows and tend to dry up in periods of drought, their drainage areas will be of significance for urban development.

Although the review area is generally flat, most of it has sufficient slope to permit fair drainage. Parts of the areas drained by the Bear Brook, Castor River, Jock River and Steven Creek however have insufficient slope, resulting in several large areas of swamp or bog, as shown on Plate 3. Artificial drainage has

already reclaimed some of these rich swamp lands, however, and more may be reclaimed in future.

In periods of sudden precipitation or spring thaw another kind of drainage problem may occur at the confluence of the Rideau and Gatineau with the Ottawa, where flood hazards can develop if ice is allowed to block the run-off; carefully timed ice blasting is a necessary preventive measure.

The review area thus has some physical problems, but none of serious magnitude. Its physical attributes, on the other hand, are impressive, and indeed have played a most important role in the area's historical development.

HISTORICAL

The juncture of the Rideau and Gatineau Rivers with the Ottawa, and the obstacles of the Chaudiere, Rideau and Gatineau Falls made it a portage point on the main Indian waterway to the interior, the route which white explorers later followed by canoe and portage almost to the foothills of the Rockies, and along which a major portion of the fur trade subsequently flowed.

It was the area's good soil and magnificent pine forests and the availability of water power for mills, along with easy access by waterway, that led to the first permanent settlement however. This was founded by Philemon Wright in 1800 on the north or Quebec shore, and was followed in 1809-11 by settlers on the south shore of the Ottawa and on the Rideau. In 1807, Wright took the first drive of squared timber down river to Quebec City for export to the war-starved British market.

Meanwhile the Napoleonic Wars and the war against the United States were determining national domains and control over resources and trade in North America as in Europe; following the

wars land grants were given to a group of British veterans who cut a road from the Ottawa to found the Village of Richmond on the Jock River in 1818, thus providing a reserve of trained soldiers against the threat of any future attacks from the United States.

Fear of such attacks, which might sever the St. Lawrence route between Lower Canada (that portion lying east and north of the Ottawa River) and Upper Canada, led the Imperial government to decide in 1826 to construct an alternative waterway. The Rideau and Ottawa Rivers provided the only feasible route, and the settlement at their juncture was subjected to the impact of the first of many governmental decisions, as construction of the Rideau Canal under the direction of Colonel John By brought close to 2,000 construction workers to the area, many of whom remained in "Bytown" after the canal's completion in 1832.

The end of construction brought an end to government pay cheques, but exploitation of the forest resources of the Ottawa Valley soon provided an economic base for growth which has been sustained until today through three successive phases: squared timber for export to Britain, sawn lumber for export to the United States, and pulp, paper and other wood specialties for domestic consumption and export. Meanwhile, the agricultural lands in the review area were being cleared and settled, making Bytown the market and distribution centre for an agricultural hinterland.

The location and setting of the review area, on the border between Upper and Lower Canada, were to determine a destiny different from that of an industrial and farm-distribution centre however, for Ottawa - as Bytown was renamed in 1855 when it became a City - proved to be the most acceptable compromise when Queen

Victoria was asked in 1857 to settle the long dispute between Upper and Lower Canada as to where the capital for the new United Province of Canada should be located.

Construction of the parliament buildings for the United Province was nearly complete by 1867, and helped to confirm the retention of Ottawa as capital of the new Dominion, when Confederation created a nation to supersede the United Province. The British North America Act thus transformed Ottawa from the capital of a single United Province of Canada, in which the provincial legislature had complete jurisdiction, to the nation's capital, located within a municipality under the jurisdiction of one of the federated provinces.

The history of the review area since Confederation displays the interaction resulting from the location of the capital of a young and growing nation in an industrial and mercantile city surrounded by suburban and rural municipalities, all with their own local government under Ontario statutes. As this has been an era of rapid and worldwide technological, economic, political and social change which has led to great expansion in the role of governments everywhere, the review area has been subjected to strong growth pressures.

The result has been rapid urban expansion, as shown on Plate 4, accompanied by an increasing role played by Federal government employment in the local economy, and by growing Federal participation in the development and beautification of the National Capital region. The successive impacts of railway building, the development of municipal water and sewer systems, electrification and the electric street car, the widespread ownership of motor vehicles, the growth in air transportation and the massive shift of population from rural to urban areas have also

been felt here as elsewhere.

Against this background, the history of local municipalities in the review area may be briefly outlined.

Although some of the townships and the Village of Richmond were surveyed during the first quarter of the last century, and upper and lower Bytown were laid out in 1826, the organization of municipal governments occurred somewhat later, the first public meeting in Bytown taking place in 1828 and in Gloucester Township in 1832.

Only with the enactment of the Municipal Act and related statutes by the Baldwin government in 1849 (The Baldwin Acts) did municipal government as we know it come into being, and most of the municipalities in the review area were incorporated at that time, and with their present boundaries, as shown on Plate 1. The changes in municipal status and boundaries since 1849 may be enumerated as follows:

As previously mentioned, Bytown became a City in 1855 and changed its name to Ottawa, the incorporated areas comprising 1,829 acres. Since then, there have been thirteen annexations to the City; all involved land from the Townships of Gloucester and Nepean, with the exception of the first annexation which absorbed the Village of New Edinburgh which had been separated from Gloucester a short time before. The following list describes these annexations and shows the growth in land area in the City of Ottawa:

Area of initial incorporation.....	1,829.2 acres
Village of New Edinburgh, annexed 1st January, 1887.....	183.7 acres
Part of Township of Gloucester adjoining New Edinburgh, annexed 1st January, 1889.....	151.3 acres
Part of Township of Nepean, including Stewarton, Rochesterville, Mount Sherwood and Orangeville, annexed 1st January, 1889.....	1,131.3 acres
Part of Township of Nepean, called Bayswater, annexed 27th July, 1907.....	291.7 acres
Part of Township of Nepean, known as Village of Hintonburgh, annexed 16th December, 1907.....	473.9 acres
Part of Township of Nepean, known as Ottawa South and Rideauville, annexed 16th December, 1907.....	380.4 acres
Part of Township of Nepean, known as Ottawa East, annexed 16th December, 1907.....	458.3 acres
Part of Township of Nepean, adjoining Bayswater, annexed 4th February, 1909.....	80.8 acres
Part of Township of Nepean, known as Mechanicsville, annexed 13th March, 1911.....	118.9 acres
Part of Township of Nepean (at the south-east corner Carling Avenue and Merivale Road), annexed 1st January, 1946.....	29.2 acres
Part of Township of Nepean (including Stevenson place), annexed 1st January, 1947.....	71.0 acres
Part of Township of Nepean annexed as of 1st January, 1950.....	7,420.2 acres
Part of Township of Gloucester annexed as of 1st January, 1950.....	14,605.0 acres
Total present land area.....	27,225.0 acres

The only other changes in municipal status and boundaries have been:

(a) the incorporation of the Village of Eastview from Gloucester Township on December 31st, 1908 and its subsequent elevation in status to a Town on January 1st, 1913, and to a City on January 1st, 1963, neither of the latter two changes involving any alteration of its boundaries;

(b) the incorporation of the Village of Rockcliffe Park from Gloucester Township on December 31st, 1925;

(c) the incorporation of the Village of Stittsville from Goulbourn Township on January 1st, 1961.

The structure and functions of local government as they have evolved from the above changes in municipal organization are dealt with later in this report.

CHAPTER 4. THE ECONOMY OF THE AREA

NATURAL RESOURCES

As noted in the previous chapter, the review area possesses significant natural assets and resources in its location, physiology, soils, minerals, forests, water supply, water power and water transportation routes.

The advantages conferred by these assets and their development have exerted a profound influence on the historical development of the area, attracting in turn commitments and investments which have henceforth become permanent assets themselves.

MAN-MADE ASSETS

The commitments and investments made by man have become far more important in the area's economy than its natural assets.

Undoubtedly the most important of these is the location of the national capital at Ottawa, which confers economic and other advantages - along with some disadvantages - enjoyed by no other area in Canada. The total value of Federal government investments in the review area is not known, but the assessed value of Federal land and buildings alone exceeds 175 million dollars. Allowing for equipment and furnishings which are not assessed, and for the excess of market value over assessed valuation, it would appear that the current value of Federal assets in the review area is probably well in excess of three-quarters of a billion dollars. These assets, through their use in the performance of the many Federal government services, are of course an integral part of the national economy; their role in the local economy is often more direct and significant. Nor is the national capital an asset to the area only because of Federal investments. Perhaps more importantly, it is the reason why

many other activities are attracted here, to be near the seat of national fact-gathering, decision-making and policy-implementation.

Preceding and following the location of the capital in Ottawa, and frequently assisted by Federal government financial aid, a long series of transportation and communication improvements have also been made which are invaluable assets to the review area. These began with the construction of the Richmond Road and the first timber slide around the Chaudiere rapids and were followed by the Rideau canal, extensive railway and highway systems, civilian and military airports, and telegraph, telephone, radio and television networks. Not the least of such improvements are the roads, bridges and public transportation facilities in and adjacent to the review area. These extensive capital assets permit the reasonably efficient movement of people and goods to, from and within the area, and to a considerable extent overcome the natural obstacles imposed by the many rivers and streams in the area, and its distance from other major urban centres and ports such as Montreal and Toronto.

The transportation and communication facilities thus permit the ready interchange of goods, services and information and provide access to and for the area's significant human assets, the labour force and consumer market provided by the resident population. Because of the many special skills attracted by the Federal civil service, and the relative stability of Federal employment in the face of recessions in the national economy, both the labour force and market offer unique attributes seldom found elsewhere. Thus the growth of the area's labour pool and consumer market in themselves tend increasingly to attract still further economic activity.

To provide for the shelter, education, sanitation and

health of the residents, extensive investments in housing, schools and universities, water and sewer systems, and hospitals have also been made, while hydro, gas and oil distribution systems bring power and fuel to the area, and factories, warehouses, stores and offices provide goods and services to local, regional, national and international markets.

In addition, 70% of the review area is farmland, two-thirds of which has been improved. The estimated current value of agricultural land, buildings, machinery and livestock reported by the 1961 Census amounted to approximately 100 million dollars.

The above is an impressive list of natural resources and man-made improvements and it is of course far from complete. It is, however, sufficient to indicate the rate of past development of the area, and the present advantages which will in large measure determine its future prospects.

LAND USES

The pattern of land use which has resulted from these developments is shown on Plate 6. A comparison with Plate 4 will suggest the areas and uses of significant past change.

The land use map indicates many of the important features of the area's economy, including the extensive agricultural hinterland, the concentration of urban development around Ottawa, the relatively few villages and hamlets throughout the rural area, the large Federal government holdings including the greenbelt, and the relatively small amount of industrial land for a centre of this size.

THE ROLE OF LOCAL GOVERNMENT IN THE ECONOMY

As is natural in a mixed economy like Canada's, public and private enterprise are intermixed throughout the review area. The mix is of course significantly different from other areas because of the larger Federal government role here; the parts played by the provincial and municipal governments are, however, essentially similar to other urban-centred regions in Ontario with municipal responsibilities including schools, sewers, waterworks, public health, local roads, public transit, the planning and coordination of all development, and protection to persons and property, etc.

A very significant portion of all the improvements which have been made in the review area were thus made by municipal governments (albeit frequently with provincial and sometimes federal assistance), and most of the remainder are highly dependent on municipal works and services. Municipal government here as elsewhere, therefore plays a vital role in today's economy, and is in many ways as important to the review area as is the Federal government.

An understanding of the major functions and trends of the area's economy will assist in determining how well this municipal government role is being played, and the probable future demands on it. Data on employment and labour force give the best available picture of these functions and trends, and are analyzed below.

MAJOR FUNCTIONS OF THE ECONOMY

Before analyzing the review area's economy in terms of the number of jobs provided in its various segments, it should be noted that the spread of automation is gradually - and in some cases rapidly - diminishing the degree to which an industry's share of total employment is necessarily indicative of its share of total goods and services produced.

In spite of this general limitation, data on employment in the review area may still be taken as reasonably representative of the distribution of total economic activity both geographically and among the various industries. It is also primarily the availability and distribution of employment which is of concern to the residents, who must work and commute, and to the municipalities, which must service the establishments and provide roads or transit for the commuting.

The distribution of employment in the review area is given in Table 4-1, which also shows the total employment in the Ottawa-Hull region, of which the review area is a part.

The preponderant role of the review area in the regional economy is apparent. It accounts for 82.4% of total employment, 97.0% of Federal government employment - the major segment of the region's economy - 74.0% of employment in retail trade, 52.9% of the manufacturing employment, 84.2% of the employment on farms and 82.4% of the "other" jobs.

It is also clear, however, that a significant proportion of the regional economic activity, particularly in manufacturing, is carried on north of the Ottawa River. While measures of inter-relationships between these two sections of the regional economy are not readily available, it is known that a considerable amount of cross-commuting takes place for work, shopping, entertainment, etc., and it must be assumed that as in other metropolitan urban areas, these parts of the economy are highly inter-dependent.

Within the review area, the role of the Federal government is, of course, more predominant than in the region, accounting for 36.4% of total employment in the review area, a far greater proportion than any other single segment of the area's economy. The "other"

employment category shown in Table 4-1, which in total accounts for 42.5% of review area employment, comprises several segments for which no breakdown by location is available. They are, however, listed in the following section on labour force, and the labour force figures give an approximate indication of their relative importance in the economy.

Of the remaining categories shown separately in Table 4-1, retail trade is next in importance to the Federal government, accounting for 11.7% of review area employment. Retailing is thus nearly one and one-half times as important in the area as manufacturing, which represents only 7.5% of total employment, a very low proportion for an area this size.(1) Employment in agriculture also represents a surprisingly low proportion - only 1.9% - of total employment in the review area, especially in the light of the fact that farmland accounts for 70% of the area's total land. Even in the outer mainly rural municipalities, farm employment only accounts for 62.2% of total employment.

It is clear, therefore, that the review area's economy is highly urbanized. This is manifest in the fact that 93.5% of total employment is located in the urban municipalities of Ottawa,(2) Eastview and Rockcliffe Park, with another 3.9% in the suburban townships of Nepean and Gloucester. Only 2.6% of the jobs are found in the remaining outer municipalities. The area beyond the outer limit of the greenbelt (which includes portions of Nepean and Gloucester) accounts for only about 4,000 jobs, or 2.7% of the total.

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(1) even if the rest of the region on the north of the Ottawa River (where manufacturing represents a more normal 31.3% of employment) is included, the manufacturing segment only increases to 11.7% of total employment - still a low proportion compared to other metropolitan centres.

(2) the designation of the City of Ottawa as an "urban" municipality is used throughout this report for convenience in summarizing and analyzing statistics; it is not meant to imply that Ottawa is fully built up, for several thousand acres remain to be developed within the present city limits.

TABLE 4-1. EMPLOYMENT IN THE REVIEW AREA AND REGION, 1961-1962.

MUNICIPALITY	TOTAL	%	FEDERAL GOVT.	%	MANUFACTURING	%	RETAIL TRADE	%	AGRICULTURE	%	OTHER	%
Urban	137,230	93.4	52,100	97.6	9,480	86.2	16,170	94.6			59,480	95.2
%	100.0		38.0		6.9		11.8				43.3	
Ottawa	133,940	91.3	52,050	97.5	9,100	82.7	15,400	90.1			57,390	91.9
%	100.0		38.9		6.8		11.5				42.8	
Eastview	2,790	1.9	50	0.1	380	3.5	770	4.5			1,820	2.9
%	100.0		1.8		13.6		27.6				57.0	
Rockcliffe Park	270	0.2									270	0.4
%	100.0										100.0	
Suburban	5,810	4.0	1,270	2.4	1,320	12.0	630	3.7	540	19.0	2,050	3.3
%	100.0		21.9		22.7		10.8		9.3		35.3	
Nepean	3,690	2.5	470	0.9	1,030	9.4	400	2.4	180	6.3	1,610	2.6
%	100.0		12.7		27.9		10.8		4.9		43.7	
Gloucester	2,120	1.5	800	1.5	290	2.6	230	1.3	360	12.7	440	0.7
%	100.0		37.7		13.7		10.8		17.0		20.8	
Outer Municipalities	3,700	2.6			200	1.8	300	1.7	2,300	81.0	900	1.5
%	100.0				5.4		8.1		62.2		24.3	
Review Area	146,740	100.0	53,370	100.0	11,000	100.0	17,100	100.0	2,840	100.0	62,430	100.0
%	100.0		36.4		7.5		11.7		1.9		42.5	
Greater Hull Area	31,330		1,630		9,800		6,000		531		13,369	
%	100.0		5.2		31.3		19.2		1.7		42.6	
Ottawa-Hull region	178,070		55,000		20,800		23,100		3,371		75,799	
%	100.0		30.9		11.7		13.0		1.9		42.5	
Review area as % of Ottawa-Hull region	82.4		97.0		52.9		74.0		84.2		82.4	

Source: all Federal government and "other" figures were derived from sector totals and dot maps for 1962 given in the report "Economic Prospects - National Capital Region", prepared by Larry Smith and Co. The distribution of these sector totals among the constituent municipalities was done by the Review staff, and is approximate only. Greater Hull figures for manufacturing and retail trade were taken directly from this report as well. The remaining figures for manufacturing and retail trade, and all figures for agriculture are from 1961 Census reports on manufacturing, merchandising and agriculture.

This heavy urban concentration is more pronounced in the case of Federal government, retail trade and "other" employment than in manufacturing; 12.0% of the manufacturing employment is found in the suburbs of Nepean and Gloucester. Comparable or greater decentralization of manufacturing is of course commonly found in most other metropolitan areas, and retailing is usually considerably more decentralized than in the review area. The opening of additional suburban shopping centres has almost certainly changed the picture in this direction since 1961.

In interpreting the above urban and suburban figures, it should, of course, be borne in mind that the City of Ottawa, because of its very large annexation in 1950, now contains most of its former suburbs and is unique, compared to central cities of most other metropolises, in the proportion of the total developing area contained within the city boundaries.

The labour force residing in the review area is not as concentrated as the job opportunities however, reflecting a greater decentralization of population than of employment.

This is indicated by Table 4-2 which shows by municipality the participation of the resident population in the labour force, and the distribution of the total labour force among the municipalities.

Although the urban and suburban municipalities together account for almost as high a proportion of review area labour force as employment - 93.9% compared to 97.4% - the urban labour force at 84.8% is lower than urban employment (93.5%) and the suburban correspondingly higher at 9.1% (compared to 3.9%).

Participation of the population in the labour force is, however, higher in the urban municipalities, especially Ottawa (45.4%) than in the suburbs and outer municipalities (34-35%), a phenomenon commonly observed in other metropolitan areas.

TABLE 4-2. LABOUR FORCE IN THE REVIEW AREA AND REGION, 1961.

MUNICIPALITY	TOTAL LABOUR FORCE			MALE LABOUR FORCE	
	Number	% of Review area	as % of population	Number	% of total labour force
Urban	121,711	84.8	41.3	78,471	64.4
Ottawa	111,015	77.4	45.4	71,086	64.0
Eastview	9,911	6.9	40.4	6,851	69.1
Rockcliffe Park	785	0.5	37.7	534	68.0
Suburban	13,055	9.1	34.3	10,114	77.5
Nepean	6,955	4.8	35.2	5,232	75.2
Gloucester	6,100	4.3	33.3	4,882	80.0
Outer Municipalities	8,684	6.1	34.9	6,895	79.4
Cumberland	1,727	1.2	31.5	1,408	81.5
March	340	0.3	35.1	270	79.4
Torbolton	269	0.2	35.5	223	82.9
Fitzroy	769	0.5	33.3	635	82.6
Huntley	605	0.4	35.7	494	81.7
Goulbourn	774	0.6	36.1	619	80.0
Richmond	417	0.3	34.3	298	71.5
Stittsville	530	0.4	35.1	389	73.4
Marlborough	301	0.2	31.6	258	85.7
North Gower	1,031	0.7	38.3	764	74.1
Osgoode	1,921	1.3	33.2	1,537	80.0
Total Review area	143,450	100.0	40.1	95,480	66.5
Greater Hull area	37,941		35.6	27,855	73.4
Ottawa-Hull region	181,391		39.0	123,335	68.0
Review as % of Ottawa-Hull region	79.1		77.1	77.4	

Source: Census of Canada.

Labour force data by industry as given in Table 4-3, also allows some interesting comparisons with the distribution of employment,[1] and indicates approximately the relative significance of the several industries lumped together in the "other" employment category in Table 4-1. Table 4-3 also indicates 1951-1961 trends, whereas employment counts are not available for previous years.

In 1961 the labour force in the review area numbered nearly 3,300 less than the employment total and since the labour force count included some 2,600 unemployed, the total discrepancy is about 6,000, implying a net in-commuting to fill the jobs available in the review area.

The segments comprising the "other" employment category of Table 4-1, and the portions of total labour force they represent are as follows, in descending order of importance:

transportation, communication and utilities	6.8%
construction	6.5%
personal services	6.2%
business and other services	5.1%
health and welfare services	4.9%
finance, insurance and real estate	4.7%
education and related services	4.2%
wholesale trade	3.6%
remaining industries	2.8%

RECENT TRENDS IN THE ECONOMY

The trends since 1951 show a significant decline in the number engaged in agriculture in the review area and significant growth for all other groups except manufacturing, which increased only

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(1) Table 4-1 was derived partly from 1961 Census reports and partly from data collected in 1962 by the National Capital Commission and Larry Smith and Co. for the report "Economic Prospects - National Capital Region"; Tables 4-2 and 4-3 were derived entirely from the 1961 Census data. Despite these differences, it is felt that they are generally comparable, although they should not be used to deduce precise commuting factors.

TABLE 4-3. LABOUR FORCE BY INDUSTRY IN THE REVIEW AREA, 1951-1961

INDUSTRY GROUP	LABOUR FORCE 1951 Total	1951 %	1961 Total	1961 %	1951-1961 % increase
Agriculture	5,573	5.4	3,741	2.6	-32.9
Other Primary Industries	222	0.2	336	0.2	51.4
Manufacturing	11,037	10.7	11,726	8.2	6.2
Construction	6,173	6.0	9,287	6.5	50.4
Transport, Communication & Utilities	7,193	7.0	9,795	6.8	36.2
Wholesale Trade	13,995	13.5	5,139	3.6	35.0
Retail Trade			13,753	9.6	
Finance, Insurance, Real Estate	4,572	4.4	6,782	4.7	48.3
Service Industries	53,403(1)	51.7	29,194	20.4	48.2 (2)
- Education and related			5,980	4.2	
- Health and Welfare			6,989	4.9	
- Personal Services	5,795	5.6	8,905	6.2	53.7
- Business and other services			7,320	5.1	
Public Administration and Defence			49,946	34.8	
Other Industries	1,133	1.1	3,751	2.6	23.1
Total Industries	103,301	100.0	143,450	100.0	38.9

Source: Census of Canada.

(1) includes public administration and defence in 1951.
(2) proportionate increase for service industries and public administration and defence.

by 6.2%. The highest rates of growth were shown by personal services, up 53.7%; "other" primary industries, up 51.4% (but involving very few workers); construction, 50.4%; finance, insurance and real estate, 48.3%; and public administration, defence and other service industries (which were not separated in the 1951 Census) up 48.2%. The last category includes Federal government workers of course.

The overall increase of 38.9% provides impressive evidence of the growth potential of the area.

FUTURE PROSPECTS

The implications of these and other trends have been considered in detail in the report "Economic Prospects -National Capital Region" prepared by Larry Smith and Co. for the National Capital Commission.

That report estimated that by 1976 employment in the whole National Capital Region (including most of the review area along with the Greater Hull area) will have increased to 235,000 and by 1986 to 294,000. Within the portion of the review area included in the National Capital Region, employment growth to about 195,000 in 1976 and 240,000 in 1986 has been estimated by the Review staff by allocating the above totals according to sector figures and dot maps contained in the report. Allowing for additional growth in the outer municipalities of the area, a review area total of about 200,000 in 1976 and approaching 250,000 by 1986 can be anticipated. On these assumptions, employment in the review area would represent a slightly higher proportion of the regional total in 1986 than it does today.(1)

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(1) like all projections, these are necessarily based on numerous assumptions, not all of which may be borne out by future developments. In this connection, the note of caution sounded in the Economic Prospects report bears repeating: "These projections have been tempered by judgments and based on assumptions which are indicated in the report.....it is important that decisions based on these projections be reviewed periodically as information becomes available which would allow a check on the basic assumptions." (p.i.)

According to the Economic Prospects report, employment increases in the Federal government (42,000), trade (19,000), business and personal services (14,000), and community services (13,000) would account for over three-quarters of the total employment increase projected for the National Capital Region by 1986.

The estimated distribution of the 1976 and 1986 employment in the review area is as follows:

	1976	%	1986	%
Urban	177,800	88.9	215,000	86.7
City of Ottawa	173,000	86.5	209,900	84.6
City of Eastview	4,450	2.2	4,650	1.9
Rockcliffe Park Village	350	0.2	450	0.2
Suburban	16,200	8.1	23,000	9.3
Nepean Township	11,600	5.8	15,800	6.4
Gloucester Township	4,600	2.3	7,200	2.9
Outer Municipalities	6,000	3.0	10,000	4.0
Total Review Area	200,000	100.0	248,000	100.0
Total beyond outer limit of greenbelt	7,500	3.8	13,000	5.2

This estimated future pattern of employment distribution, along with the projections of population distribution which are dealt with in the next chapter, carry some important implications for the municipalities in the review area. These will be discussed later in the report.

CHAPTER 5. POPULATION AND HOUSING

POPULATION GROWTH

From the turn of the century to 1961, the population of the review area has increased by 254% from 101,000 to 358,000. As in the case of other dynamic urban-centred areas, this has been a faster rate of growth than that experienced by the nation as a whole (231%) or Ontario (185%). As a result, the review area has increased its share of the provincial population from 4.6% to 5.7% and of the national population from 1.9% to 2.0% over this period. (Table 5-1).

The 1951-1961 period has shown not only the greatest absolute growth but also the fastest growth rate of any decade of this century, in both the review area and Ontario. (1) The significant increases in total population have been accompanied by a continuation of the long term trend of migration from the farms, and as a result urban population growth has been even more dramatic than the increase in total population, as shown on Table 5-2. Rural non-farm population (comprising those not living in any settlement of 1,000 or over, and not on farms) has also increased significantly in Ontario and Canada and sharply in the review area, where it almost doubled from 6,000 to nearly 12,000 during the decade, with a rate of growth nearly twice that of the area's urban population. (2)

During the 1956-1961 period, the population of the review area grew at a faster rate than any other major centre in Ontario, and

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(1) the 1951-1961 period also showed the greatest absolute growth for Canada of any decade since the turn of the century, but the 1951-1961 rate of growth was exceeded by that of 1901-1911.

(2) the urban population comprises those living in the two cities and three villages of the review area, and in any unincorporated settlements of 1,000 or more.

TABLE 5-1. POPULATION GROWTH IN THE REVIEW AREA, ONTARIO AND CANADA, 1901-1961.

MUNICIPALITY	1901	1911	1921	1931	1941	1951	1961	% increase 1901-1961
Canada *	5,371,315	7,206,643	8,787,949	10,376,786	11,506,655	13,648,013	17,780,394	231%
Ontario	2,182,947	2,527,292	2,933,662	3,431,683	3,787,655	4,597,542	6,236,092	185%
Review Area	101,102	123,417	152,868	174,056	206,367	246,298	358,410	254%
as % Canada	1.9	1.7	1.7	1.7	1.8	1.8	2.0	
as % Ontario	4.6	4.9	5.2	5.1	5.4	5.4	5.7	

Source: Census of Canada.

* excluding Newfoundland.

TABLE 5-2. URBAN AND RURAL POPULATION[1] GROWTH IN THE REVIEW AREA, ONTARIO AND CANADA, 1951-1961.

MUNICIPALITY 1956 definitions----	Population 1951	Population 1961	% distribution 1951	% distribution 1961	% change '51-'61
Review area	246,298	358,410	100.0	100.0	45.5
- urban	228,460	337,047	92.8	94.0	47.5
- rural	17,838	21,363	7.2	6.0	19.8
-farm (2)	11,758	9,873	4.8	2.8	-16.0
-non-farm	6,080	11,690	2.4	3.2	92.3
Ontario	4,597,542	6,236,092	100.0	100.0	35.6
- urban	3,375,825	4,941,228	73.4	79.2	46.4
- rural	1,221,717	1,294,864	26.6	20.8	6.0
-farm	638,680	502,632	13.9	8.1	-21.3
-non-farm	583,037	792,232	12.7	11.7	35.9
Canada	14,009,429	18,238,247	100.0	100.0	30.2
- urban	8,817,637	12,971,927	62.9	71.1	47.1
- rural	5,191,792	5,266,320	37.1	28.9	1.4
-farm	2,769,286	2,237,571	19.8	12.3	-19.2
-non-farm	2,422,506	3,028,749	17.3	16.6	25.0
Review area as % Ontario					
total area	5.4	5.7			5.6
- urban	6.8	6.8			
- rural	1.5	1.6			6.7
-farm	1.8	2.0			11.1
-non-farm	1.0	1.5			50.0

(1) "urban" defined as incorporated or unincorporated cities, towns and villages of 1,000 or more persons and urbanized fringe areas of metropolitan and other major urban centres.

(2) "rural farm" defined as three acres or more in size or one acre or more with agricultural sales of $250. or more during previous year.

has continued to do so since 1961, as shown on Table 5-3.

TABLE 5-3. GROWTH RATES IN THE REVIEW AREA AND OTHER METROPOLITAN AREAS IN ONTARIO, 1951-1963.

	1951-56	1956-61	1961-62	1962-63
	%	%	%	%
Review Area	16.5	24.9	3.8	3.9
Ottawa-Hull C.M.A.	18.0	24.2	3.8	4.0
Toronto C.M.A.	24.0	21.4	2.7	3.6
Hamilton C.M.A.	20.6	16.8	1.1	1.8
London C.M.A.	19.8	17.4	2.6	3.3
Windsor C.M.A.	13.5	4.0		
Kitchener C.M.A.	19.7	20.3		
Sudbury C.M.A.	32.7	13.0		

Source: 1951-61 Census of Canada, 1961-63 Ontario Municipal Directories.

COMPONENTS OF POPULATION GROWTH

According to the report "Economic Prospects - National Capital Region", only 54% of the 1951-1961 population increase of 148,000 in the National Capital Region was due to natural increase; the remaining 46% or 68,000 represented net immigration into the region from other parts of Canada and beyond. Net immigration has thus played a vital role in the area's recent growth, and may be expected to continue to do so in future, although probably to a lesser degree as a growing population base lends greater weight to the effect of a given rate of natural increase.

POPULATION DISTRIBUTION

The distribution of population among the municipalities of the review area in 1951, 1961 and 1963 and population growth since 1951, are shown in Table 5-4. Since mid-century, the area's population

TABLE 5-4. POPULATION DISTRIBUTION IN THE REVIEW AREA, 1951, 1961 and 1963.

MUNICIPALITY	1951		1961		1963		% increase		
	Number	%	Number	%	Number	%	1951-61	1961-63	1951-63
Urban	217,439	88.3	294,845	82.3	307,077	80.0	35.5	4.1	41.2
Ottawa	202,045	82.0	268,206	74.8	279,469	72.8	32.7	4.2	38.3
Eastview	13,799	5.6	24,555	6.8	25,319	6.6	77.9	3.1	83.5
Rockcliffe Park	1,595	0.6	2,084	0.6	2,289	0.6	30.7	9.8	43.5
Suburban	10,217	4.1	38,054	10.6	50,836	13.2	272.5	33.6	397.6
Nepean	3,744	1.5	19,753	5.5	30,446	7.9	427.6	54.1	713.2
Gloucester	6,473	2.6	18,301	5.1	20,390	5.3	182.7	11.4	215.0
Outer Municipalities	18,642	7.6	25,551	7.1	25,734	6.8	36.8	0.7	38.0
Cumberland	4,051	1.6	5,478	1.5	5,825	1.5	35.2	6.3	43.8
March	710	0.3	968	0.3	916	0.2	36.3	-5.4	29.0
Torbolton	711	0.3	757	0.2	738	0.2	6.5	-2.5	3.8
Fitzroy	2,203	0.9	2,310	0.6	2,186	0.6	4.9	-5.4	-0.8
Huntley	1,413	0.6	1,696	0.5	1,816	0.5	20.0	7.1	28.5
Goulbourn	2,054	0.8	2,146	0.6	2,182	0.6	4.5	1.7	6.2
Richmond	610	0.2	1,215	0.3	1,278	0.3	99.2	5.2	109.5
Stittsville			1,508	0.4	1,612	0.4		6.9	
Marlborough	807	0.3	953	0.3	803	0.2	18.1	-15.7	-0.5
North Gower	1,942	0.8	2,694	0.8	2,515	0.7	38.7	-6.6	29.5
Osgoode	4,141	1.7	5,786	1.6	5,863	1.5	39.7	1.3	41.6
Total Review Area	246,298	100.0	358,410	100.0	383,647	100.0	45.5	7.0	55.8

Source: 1951,1961 Census of Canada
1963 municipal assessed population counts.

has increased by more than half. The impact of this dramatic increase was very different on various parts of the area however.

Despite the large annexation to the City of Ottawa in 1950 which brought most of the areas then subject to suburban growth pressures within the City limits, the dozen years since 1951 brought a significant urban-to-suburban shift as the suburban municipalities of Nepean and Gloucester grew at a rate over nine times that of the urban municipalities. Growth rates can, of course, be misleading when there is a great disparity in the population of the units being compared. Even in absolute terms however, the suburban growth is striking and accounts for nearly 30% of the total review area increase. As a result the proportion of the area's population residing in the two suburban townships has tripled since 1951 to 13.2%, while the urban municipalities' share has dropped from 88.3% to 80.0%. Similarly, the share of the outer municipalities has dropped nominally to under 7%.

These trends appear more pronounced since 1961 than in the 1951-1961 period; for example, the suburban share of the review area's growth since 1961 has been 50% compared to 25% during the preceding decade.

In 1963, approximately 40,000 or 10.6% of the review area's population was residing beyond the outer limit of the greenbelt. This may be compared to approximately 4,000 jobs representing only 2.7% of the area's employment which were located beyond the greenbelt in 1961.

AGE GROUPS

Dramatic changes in the age distribution of the review area's population have also taken place in the 1951-1961 period, as shown in Table 5-5.

The 5-19 year "school age" group has shown the greatest

TABLE 5-5. POPULATION AGE DISTRIBUTION IN THE REVIEW AREA, 1951 and 1961.

AGE GROUPS		Cities of Ottawa	Cities of Eastview	Village of Rockcliffe Park	Townships of Nepean	Townships of Gloucester	Outer Municipalities	Review Area
1951								
Total		202,045	13,799	1,595	3,744	6,473	18,642	246,298
0-4	%	11.1	16.0	8.0	14.3	15.1	12.2	11.6
5-19	%	21.0	25.8	24.7	23.7	31.2	26.8	21.9
20-64	%	59.8	54.5	59.8	55.6	48.2	50.2	58.6
65 +	%	8.1	3.7	7.5	6.4	5.5	10.8	7.9
1961								
Total		268,206	24,555	2,084	19,753	18,301	25,511	358,410
0-4	%	10.7	15.9	5.1	16.9	17.0	13.2	11.9
5-19	%	27.1	25.5	31.0	29.7	33.1	31.3	27.7
20-64	%	54.2	54.9	44.2	50.4	46.9	47.3	53.2
65 +	%	8.0	3.7	9.1	3.0	3.0	8.2	7.2
% absolute change		32.7	77.9	30.7	427.6	182.7	36.8	45.5
0-4	%	27.3	76.9	-16.5	524.1	218.7	47.7	48.3
5-19	%	72.5	76.2	64.6	562.1	200.1	59.6	84.3
20-64	%	20.1	79.3	19.4	377.2	174.6	29.0	32.3
65 +	%	31.5	74.6	59.7	151.7	55.9	4.4	31.9

Source: Census of Canada.

change, from 21.9% of the area's population to 27.7%, reflecting the impact of the high post-war birth rates. The pre-school group has also increased its share of the total, but only slightly; this youngest five-year age group, however, still accounts for nearly half as many children as the entire school age group, promising continued pressure on the area's school systems. These age groups are discussed more fully in Chapter 7 on education.

A relative decline in the proportion of the working age group from 58.6% to 53.2% corresponds to the proportional increase of the younger groups, raising the ratio of "dependents" to working age population to almost 1:1. The elderly group has however shown a nominal relative decrease. As in 1951, the highest proportion of elderly persons is found in Ottawa, Rockcliffe Park and the outer municipalities, the lowest in the suburban townships and Eastview.

POPULATION CHARACTERISTICS

A somewhat more detailed age distribution is given for all the municipalities in Table 5-6, which also shows several other characteristics of the 1961 population.

Among these may be mentioned the higher proportion of females in the urban municipalities and of males in the suburban and outer municipalities; the significant proportion, particularly in Ottawa and Nepean, of about one in every five persons who is of other than British or French ethnic origin; the ratio of one person of French to every two persons of British origin; the fact that nearly a third of the area's population first learned a mother tongue other than English (and that for one out of four of these in turn it was a language other than French); and the fact that nearly one area resident in every eight was born outside Canada. (The ratio is almost one in six in the City of Ottawa).

TABLE 5-6. POPULATION CHARACTERISTICS IN THE REVIEW AREA, 1961.

MUNICIPALITY	Total	as a % of total population: Persons by age groups 0-4	5-14	15-19	20-64	65+	Male Pop.	(1) ethnic origin (2) U.K.	Fr.	Other	Cath. faith	not born in Can.	(3) mother tongue other than English Fr.	Other	(4) English speaking	(5) adults with more than Gr.8 education
Urban	294,845	11.1	19.6	7.4	54.3	7.6	47.9	52.9	28.6	18.5	49.9	15.0	24.4	8.3	94.5	68.3
Ottawa	268,206	10.7	19.7	7.4	54.2	8.0	48.1	55.2	25.5	19.3	47.5	15.6	21.2	8.7	95.4	68.9
Eastview	24,555	15.9	18.3	7.2	54.9	3.7	49.9	26.4	63.3	10.3	78.9	8.2	61.0	5.0	84.4	60.7
Rockcliffe Park	2,084	5.1	20.0	11.0	44.2	9.1	47.1	70.1	12.6	17.3	22.5	22.2	10.4	4.6	98.4	88.5
Suburban	38,054	17.0	24.9	6.4	48.7	3.0	51.9	56.6	24.0	19.4	42.6	13.1	21.0	6.3	93.6	70.0
Nepean	19,793	16.9	24.0	5.7	50.4	3.0	50.7	70.0	8.7	21.2	28.5	15.5	3.8	6.6	99.4	79.1
Gloucester	18,301	17.0	25.9	7.2	46.9	3.0	53.3	42.2	40.4	17.3	57.8	10.4	39.6	6.0	87.3	60.1
Outer Municipalities	25,511	13.2	23.4	7.9	47.3	8.2	52.5	70.9	17.5	11.6	31.6	9.3	26.5	5.0	95.1	46.1
Cumberland	5,478	14.7	25.4	8.7	44.9	6.3	52.9	34.8	52.9	12.3	63.4	6.7	52.9	5.6	80.2	35.6
March	968	12.7	20.5	7.1	49.1	10.6	51.9	86.5	7.8	5.7	36.9	8.2	3.7	3.4	99.3	42.9
Torbolton	757	12.8	22.2	6.7	48.4	9.9	54.4	90.1	6.6	3.3	20.0	3.6	2.8	0.1	99.7	41.7
Fitzroy	2,310	10.4	22.3	8.7	47.0	11.6	52.3	86.8	4.8	8.4	18.2	6.5	0.6	3.0	99.5	49.5
Huntley	1,696	11.7	21.5	7.5	47.9	11.4	54.2	90.1	3.3	6.6	23.6	7.3	1.8	2.9	99.6	49.2
Goulbourn	2,146	13.2	22.0	7.6	50.9	6.3	53.1	83.7	4.8	11.5	20.7	10.8	2.0	4.2	99.5	47.7
Richmond	1,215	13.5	25.9	7.6	46.4	6.6	48.1	78.1	7.0	14.9	20.8	13.0	3.3	7.1	99.7	NA
Stittsville	1,508	15.1	28.0	5.0	48.5	3.4	52.0	78.6	5.8	15.6	9.5	15.1	3.1	5.6	99.3	NA
Marlborough	953	9.5	18.7	7.3	54.6	9.9	58.1	76.7	10.9	12.4	25.0	10.2	8.1	7.1	98.3	42.9
North Gower	2,694	11.0	20.5	8.4	49.6	10.5	50.4	83.9	4.4	11.7	10.9	11.4	2.5	5.0	99.4	58.8
Osgoode	5,786	14.4	24.1	7.8	45.7	8.0	52.5	72.8	13.6	13.6	32.9	10.2	8.3	6.0	98.5	48.2
Total Review Area	358,410	11.9	20.4	7.3	53.2	7.2	48.9	54.6	27.3	18.1	47.9	11.9	23.4	7.9	94.4	67.1

NA = not available

Source: Census of Canada.

(1) ethnic origin denotes a person's cultural ancestry on the father's side.
(2) British Isles
(3) the first language learned by a person is classified as his mother tongue.
(4) denotes those persons who speak English only or English and another language.
(5) taken as a percent of the population five years of age and over not attending school. Excludes all children of pre-school age.

The fact that almost a third (32.9%) of the adult population has had only an elementary education also deserves comment. While this ratio compares favourably with the metropolitan areas of Toronto (33.8%) and Montreal (39.6%), it still suggests adult education requirements in the review area of considerable magnitude.

INCOME DISTRIBUTION

Nearly a quarter (23.2%) of the non-farm families in the review area had a total annual income from all sources of less than $4,000. in 1961. (Table 5-7) Families with relatively high incomes of $8,000. and over were even more numerous however; in the urban and suburban municipalities these represented 27.6% and 25.3% respectively of the families. The remainder -just over half of the area's non-farm families- had middle incomes in the $4,000. to $7,999. range.

The resulting average income of $6,867 in the review area compares very favourably with the metropolitan areas of Toronto ($6,542) and Montreal ($6,046) and is in fact higher than that of any Census Metropolitan Area in Canada. It is also notable that the review area average is $224. higher than that of the Ottawa-Hull census metropolitan area.

The review area's higher average compared to Toronto and Montreal results from proportionally fewer poor families and more with upper incomes as shown in Table 5-8.

TABLE 5-8. DISTRIBUTION OF FAMILY INCOMES IN THE REVIEW AREA AND THE CENSUS METROPOLITAN AREAS OF TORONTO AND MONTREAL, 1961

	PERCENT OF FAMILIES WITH INCOMES:	
	Under $4,000.	Over $8,000.
Review area	23.2%	27.3% (1)
Toronto C.M.A.	27.0%	23.0%
Montreal C.M.A.	33.6%	19.3%

(1) urban and suburban municipalities in the review area only.

TABLE 5-7. TOTAL FAMILY INCOME [1] IN THE REVIEW AREA [2] FOR THE YEAR ENDED MAY 31, 1961.

MUNICIPALITY		Total No. Families	Under $4,000	$4,000-$7,999	$8,000- & over	Average Income $
Urban		66,352	14,893	33,181	18,278	6,966
	%	100.0	22.4	50.0	27.6	
Ottawa		59,880	13,292	29,588	17,000	6,989
	%	100.0	22.2	49.4	28.4	
Eastview		5,991	1,564	3,551	876	5,820
	%	100.0	26.1	59.3	14.6	
Rockcliffe Park		481	37	42	402	18,420
	%	100.0	7.7	8.7	83.6	
Suburban		7,989	1,832	4,141	2,004	6,668
	%	100.0	22.9	51.8	25.3	
Nepean		4,511	656	2,505	1,346	7,059
	%	100.0	14.5	55.5	30.0	
Gloucester		3,478	1,176	1,636	658	6,161
	%	100.0	33.8	47.0	19.2	
Outer Municipalities		2,917	1,191	---------1,725----		5,156
	%	100.0	40.8	59.2		
March) Torbolton) Huntley)		426	161	264		6,139
	%	100.0	38.0	62.0		
Cumberland		704	333	371		4,647
	%	100.0	47.3	52.7		
Goulbourn) Marlborough)		348	133	215		5,239
	%	100.0	38.2	61.8		
North Gower		394	153	241		5,558
	%	100.0	38.8	61.2		
Osgoode		783	288	495		5,092
	%	100.0	36.8	63.2		
Fitzroy		262	123	139		4,401
	%	100.0	46.9	53.1		
Total Review Area (excluding Richmond & Stittsville)		77,258	17,916	59,329		6,867
	%	100.0	23.2	76.8		

Source: Census of Canada.

(1) includes income from salaries, wages and all other sources, received by all family members.

(2) excludes all farm families and all persons not in families.

NOTE: Figures are derived from a 20% sample, and are subject to sampling variation. Figures have been grouped where necessary to obtain a minimally adequate sample.

This is undoubtedly largely a reflection of the large number of professional persons employed in the Federal civil service in the review area.

The lower proportion of poor families does not, of course, mean that poverty is a problem which can be ignored in the review area. Almost one family in every four had an income in 1961 of under $4,000., and many of these - particularly the larger families - are probably living in serious poverty. In addition, these figures do not include poor persons who are not members of a family, nor poverty on farms in the area.

The geographical distribution of incomes throughout the review area is also of concern to this Review. The lowest average family incomes in 1961 were found in the outer municipalities ($5,156.) and Eastview ($5,820.) with 40.8% of the families in the former and 26.1% in the latter receiving under $4,000. The Township of Gloucester with 33.8% of its families in this category has the highest proportion of poorer families of any of the urban or suburban municipalities, at the same time Gloucester has a greater proportion of higher income families than Eastview and hence its average income ($6,161.) is higher. The Township of Nepean stands in sharp contrast to Gloucester, with less than half the proportion of poor families found in the latter, and a proportion of higher income families one and one-half times greater. Nepean's proportion of poorer families is similarly significantly lower than Ottawa's, although its average income ($7,059.) is not appreciably higher than the City's ($6,789.). The Village of Rockcliffe Park has an income distribution significantly different from the other municipalities, with over four-fifths of its families in the higher income bracket, and an average income of $18,420. Nevertheless, nearly 8% of Rockcliffe Park families were receiving under $4,000. in 1961.

Thus, lower income families were found throughout the area and constitute a significant proportion of total families in each of the municipalities. In absolute numbers of course they are concentrated in Ottawa, where three out of every four families receiving under $4,000. resided in 1961. Eastview and Gloucester accounted for three-fifths of the remainder.

The implications of the above distribution of incomes for local governments in the area will be discussed in Chapters 8, 12 and 19 dealing with welfare, housing and financial resources.

HOUSING

At the end of 1963, the housing stock in the review area numbered about 104,000 dwelling units, nearly a third (32.8%) of which had been built since 1955.(1) Total completions have averaged 4,276 units per year over this period, and have shown little fluctuation since 1957. Among the various municipalities however, building activity has varied considerably from year to year as shown in Table 5-9. The City of Ottawa has accounted for 69.9% of all completions in the urban and suburban municipalities of the review area since 1955, but its annual share has ranged from a high of 79.9% in 1958 to 56.8% in 1962, showing an upturn again in 1963 to 69.0%. The Township of Nepean has accounted for 17.1% or more than half of the remaining activity over the period, ranging from a low of 7.8% in 1957 to a high of 30.7% in 1962, and dropping to 21.8% in 1963. Gloucester Township (6.6%) and the City of Eastview (6.1%) have shared about equally in the remaining activity

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(1) derived from the 1961 Census inventory for the entire review area, completions reported by Central Mortgage and Housing Corporation for the urban and suburban municipalities only, and demolitions recorded by the Ottawa Housing Standards Board for the City of Ottawa only. Because of these limitations, the total stock given for 1963 is probably an understatement.

TABLE 5-9. HOUSING COMPLETIONS IN THE URBAN AND SUBURBAN MUNICIPALITIES OF THE REVIEW AREA, 1956-1963.

MUNICIPALITY	1956		1957		1958		1959		1960		1961		1962		1963		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Urban	3,146	83.2	2,941	85.7	3,824	87.8	3,892	83.1	3,031	75.5	3,160	70.2	2,807	59.0	3,291	70.1	26,092	76.3
Ottawa	2,640	69.9	2,505	73.0	3,479	79.9	3,589	76.6	2,816	70.2	2,940	65.3	2,702	56.8	3,240	69.0	23,911	69.9
Eastview	488	12.9	420	12.2	333	7.6	293	6.3	203	5.1	209	4.6	97	2.0	49	1.0	2,092	6.1
Rockcliffe Park	18	0.4	16	0.5	12	0.3	10	0.2	12	0.2	11	0.3	8	0.2	2	0.1	89	0.3
Suburban	633	16.8	490	14.3	530	12.2	793	16.9	981	24.5	1,339	29.8	1,949	41.0	1,403	29.9	8,118	23.7
Nepean	306	8.1	266	7.8	375	8.6	534	11.4	765	19.1	1,144	25.5	1,461	30.7	1,022	21.8	5,873	17.1
Gloucester	327	8.7	224	6.5	155	3.6	259	5.5	216	5.4	195	4.3	488	10.3	381	8.1	2,245	6.6
Total	3,779	100.0	3,431	100.0	4,354	100.0	4,685	100.0	4,012	100.0	4,499	100.0	4,756	100.0	4,694	100.0	34,210	100.0

Source: Central Mortgage and Housing Corporation.

since 1955, with Gloucester fluctuating between a low of 3.6% in 1958 and a high of 10.3% in 1962, dropping to 8.1% in 1963. Eastview, on the other hand, has seen a consistent decline in its share from 12.9% in 1956 to 1.0% in 1963, as it has approached nearly full development over this period.

The characteristics of the housing stock in the review area are shown in Table 5-10.

In 1961 approximately half the dwellings were of single detached construction, just over half were owner occupied, half had been built in the post-war period (this latter ratio had risen from 49.2% to 56.0% by the end of 1963), and three-quarters had at least one passenger automobile. The proportion needing major repair was reported to be only 3.1%, but nearly one in eight (11.7%) was overcrowded with more than one person per room, and one in six was not connected to municipal water or sewer facilities.

There was considerable variation in each of these ratios among the area municipalities. Most significant for this Review are the proportions of: dwellings in need of major repair - 6.8% in the outer municipalities, 4.1% in Gloucester, 3.0% in Ottawa and 2.1% in Eastview; overcrowded dwellings - 21.7% in Gloucester, 19.8% in Eastview, 13.6% in the outer municipalities and 10.5% in Ottawa; dwellings without municipal water connection - 100% in the outer municipalities, 84.2% in Gloucester, 56.5% in Nepean, 3.9% in Ottawa, 1.8% in Rockcliffe Park and 1.1% in Eastview; and dwellings without municipal sewer connection - 100% in the outer municipalites, 94.3% in Gloucester, 66.5% in Nepean, 3.1% in Ottawa and in Rockcliffe Park and 0.8% in Eastview. Some of these ratios may have shown considerable change since 1961 of course; in particular, the proportion of dwellings with municipal sewer and water connections in both the suburban

TABLE 5-10. CHARACTERISTICS OF THE HOUSING STOCK IN THE REVIEW AREA, 1961.

MUNICIPALITY	OCCUPIED DWELLINGS									
	Total Number	% single detached	% owner occupied	median value $	% built since 1945	% in need of major repair	% over-crowded	% not connected to water	% not connected to sewer	% with auto
Urban	77,218	43.6	47.4	NA	46.6	2.9	11.2	3.6	3.1	72.1
Ottawa	70,114	45.3	48.9	17,655	44.7	3.0	10.5	3.9	3.1	72.1
Eastview	6,555	21.1	29.1	14,962	67.2	2.1	19.8	1.1	0.8	70.1
Rockcliffe Park	549	91.1	87.2	37,500	41.8	-	-	1.8	3.1	96.3
Suburban	8,679	90.9	81.1	NA	84.1	1.8	14.4	68.9	79.0	94.0
Nepean	4,776	97.0	88.2	16,524	90.4	-	8.5	56.5	66.5	96.9
Gloucester	3,903	83.3	72.4	15,677	76.3	4.1	21.7	84.2	94.3	90.3
Outer Municipalities	6,195	89.1	83.7	NA	32.6	6.8	13.6	100.0	100.0	85.6
Cumberland	1,207	89.6	78.2	8,537	31.5	-	24.3	100.0	100.0	77.1
March	238	89.4	85.3	-	-	-	-	100.0	100.0	81.1
Torbolton	188	92.0	86.7	-	-	-	-	100.0	100.0	87.2
Fitzroy	595	92.2	83.0	8,750	-	-	-	100.0	100.0	82.6
Huntley	422	93.1	92.9	14,590	-	-	-	100.0	100.0	89.3
Goulbourn	542	88.7	87.1	10,833	28.9	-	-	100.0	100.0	91.5
Richmond	295	86.4	74.6	12,970	37.2	-	-	100.0	100.0	98.3
Stittsville	353	56.1	92.3	13,790	57.7	-	-	100.0	100.0	97.1
Marlborough	220	97.7	86.8	-	-	-	-	100.0	100.0	95.4
North Gower	701	91.7	82.7	11,623	31.3	-	-	100.0	100.0	80.1
Osgoode	1,434	91.9	83.7	9,392	30.3	7.7	12.8	100.0	100.0	87.7
Total Review Area	92,092	51.1	53.1	NA	49.2	3.1	11.7	16.3	16.8	75.1

NA = not available

Source: Census of Canada.

NOTE: Figures are derived from a 20% sample, and are subject to sampling variation. The symbol - indicates an expanded sample of less than 100.

townships and Ottawa, has undoubtedly increased.

FUTURE PROSPECTS

The report "Economic Prospects - National Capital Region" contains estimates of the 1976 and 1986 population within the portion of the review area included in the National Capital Region. As with the comparable employment estimates from the same report, the Review staff has allocated these totals to municipalities, using the sector totals and dot maps in the report as a guide, and has estimated probable growth in the remainder of the review area. The resulting figures are as follows:(1)

	1976	%	1986	%
Urban	362,000	68.3	393,000	58.7
Ottawa	332,500	62.7	363,000	54.2
Eastview	27,000	5.1	27,400	4.1
Rockcliffe Park	2,500	0.5	2,600	0.4
Suburban	108,000	20.4	167,000	24.9
Nepean	58,000	10.9	83,000	12.4
Gloucester	50,000	9.5	84,000	12.5
Outer Municipalities	60,000	11.3	110,000	16.4
Total review area	530,000	100.0	670,000	100.0
Total beyond outer limit of greenbelt	109,000	20.6	197,000	29.4

While there are indications that development of remaining lands within the greenbelt may actually proceed at generally higher densities than assumed in the Economic Prospects report, that report is still the only comprehensive study of future trends available, and must be given basic consideration in this Review.

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(1) see footnote, page 21.

An analysis of the differences between the employment and population distributions derived from the Economic Prospects report will indicate some of the implications for municipal governments in the review area.

Table 5-11 shows the current and projected ratios of employment to population.

TABLE 5-11. RATIOS OF EMPLOYMENT TO POPULATION IN THE REVIEW AREA, 1962, 1976 and 1986.

	Employment as a Percent of Population		
	1962	1976	1986
Urban	46.0	49.2	54.7
Ottawa	49.5	52.0	57.8
Eastview	11.1	16.5	17.0
Rockcliffe Park	11.9	14.0	17.3
Suburban	13.1	15.0	13.8
Nepean	14.1	20.0	19.0
Gloucester	11.5	9.2	8.6
Outer Municipalities	14.6	10.0	9.1
Total review area	39.9	37.8	37.0
Total beyond outer limit of greenbelt	8.9	6.9	6.6

Source: 1962- calculated using the employment totals from Table 4-1 (mostly 1962 figures) and the 1962 assessed population totals.

1976,1986 - calculated using employment and population distributions derived by the review staff from the report "Economic Prospects - National Capital Region".

The growing disparities between many of the ratios are obvious, with higher ratios estimated for Ottawa, Eastview, Rockcliffe Park and Nepean, and declining ratios for Gloucester and for the outer municipalities as a whole.

Insofar as population may be considered indicative of the need for schools and other residential services, while employment is indicative of the amount of non-residential assessment which may be

expected in a municipality,[1] these ratios suggest significant differences between the needs and resources of the various municipalities.[2] Even with the improvements anticipated for Eastview, Rockcliffe Park and Nepean, their future ratios of employment to population of 20% or less along with the low ratios of 10% or less for Gloucester and the outer municipalities, stand in sharp contrast to the City of Ottawa. In the latter municipality, employment as a percent of population is expected to rise from 49.5% to 57.8% by 1986.

Thus, the future trends anticipated in the Economic Prospects report imply growing inequalities among the employment ratios in the various municipalities of the review area.

These inequalities will receive further consideration later in this report.

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(1) insofar as greenbelt and other government-owned lands yield grants-in-lieu of taxes without containing employment, Nepean, Gloucester and Ottawa will be better-off than their employment-to-population ratios suggest.

(2) the ratio of non-residential to total assessment is not in itself an adequate measure of a municipality's financial resources of course. The amount of assessment per worker and per capita, and its nature - whether taxable, grant-paying or exempt - are of equal importance. Thus Rockcliffe Park, with a relatively low ratio of employment to population (and essentially service employment in exempt buildings at that) still has an excellent tax base because of the quality of its residential assessment.

PART II - GOVERNMENTAL STRUCTURE

CHAPTER 6. THE STRUCTURE OF MUNICIPAL GOVERNMENT

MUNICIPAL COUNCILS

The number and composition of municipal councils in the review area is shown on Table 6-1, which indicates 17 such bodies, one for each of the 16 area municipalities and the County of Carleton. The Township of Cumberland is of course a constituent municipality of the United County of Prescott and Russell and is represented on that body by its Reeve and Deputy Reeve.

With the exception of the City of Ottawa, which has a Board of Control system, and the City of Eastview, with a Mayor and 8 Councillors, all the other area municipality councils consist of a Mayor or Reeve, possibly a Deputy Reeve, and either three or four Councillors.

In the case of Ottawa, the Board of Control consists of the Mayor and 4 Controllers, elected at large, while the council comprises 20 Aldermen, two from each of 10 wards. In Eastview, two representatives are elected by each of 4 wards, with the Mayor elected at large.

COUNCIL COMMITTEES

The various councils make widely different use of council committees, as shown on Table 6-2. Ten of the councils use no committees at all, the council as a whole dealing with all matters that come before it. Where the work load of a local government is not too great, this has the advantage of keeping all members fully informed on all matters in the municipality. As work load increases, however, committees become potentially more and more useful, as they can deal with many of the details without taking up the time of the whole council, yet still leave the essential decisions to the council as a whole.

TABLE 6-1. COMPOSITION OF COUNCILS IN THE REVIEW AREA, 1964.

MUNICIPALITY	COUNCIL MEMBERS						
	Mayor Reeve or Warden	Deputy Reeve	Controllers	Councillors or Aldermen	Total	Term of Office	Ratio of pop. per counc. member
Ottawa	1		4	20 ×	25	1965-6	11,100:1
Eastview	1			8	9	1965-6	2,800:1
Rockcliffe Park	1			4	5	1965-6	480:1
Nepean	1	1		3	5	1965-6	6,100:1
Gloucester	1	1		3	5	1965-6	4,100:1
Cumberland	1	1		3	5	1965-6	1,160:1
March	1			4	5	1964-5	180:1
Torbolton	1	1		3	5	1964-5	150:1
Fitzroy	1			4	5	1965	440:1
Huntley	1			4	5	1964-5	360:1
Goulbourn	1	1		3	5	1964-5	440:1
Richmond	1			4	5	1965-6	260:1
Stittsville	1			4	5	1965-6	320:1
Marlborough	1			4	5	1965	160:1
North Gower	1	1		3	5	1965-6	500:1
Osgoode	1	1		3	5	1965-6	1,170:1
Total Area Municipalities	16	7	4	77	104		3,680:1
County of Carleton	1			18	19		4,150:1
Total Review Area *	17	7	4	95	123		3,110:1

* exclusive of Cumberland Township's seats on Prescott and Russell County Council.

TABLE 6-2. COUNCIL COMMITTEES IN THE REVIEW AREA, 1964
( ) denotes number on committee

Ottawa	Recreation & Parks (8), Community Centres (5) Youth Services (5), City Technical Advisory to Ottawa Planning Area Board (10), Traffic (10), Air Pollution Control (7), Emergency Measures Organization (5), Signs (7), Central Canada Exhibition Association (8), Tourist & Convention Bureau (10), Civic Organization & Procedures (11), Winter Carnival (5). Total - 12 committees, 91 members *
Eastview	Parks & Recreation (4), Health & Sanitation (4), Finance, Water Rates & Administration (5), Public Works and Water Works (5), Fire & Light (5), Traffic & Transport Survey (4), Welfare & Education (4), Industrial & Research (4). Total - 8 committees, 35 members *
Rockcliffe Park	Administration (1), Public Utilities (1), Public Works (1), Police (1), Finance (1). Total - 5 committees, 5 members
Nepean	Sanitation (2), Fire (2), Roads (5), Sewer-financing & charges (2), Sewer-maintenance & operation (2), Zoning (2), Recreation (2). Total - 7 committees, 17 members *
Gloucester	Fire Protection (2). Total - 1 committee, 2 members
Cumberland	none
March	none
Torbolton	Roads (1), Sanitation, Welfare, Recreation & Utilities (1), School & Police (1), Taxation, Assessment, Finance (1), Weeds, etc. (1). Total - 5 committees, 5 members
Fitzroy	none
Huntley	none
Goulbourn	none
Richmond	none
Stittsville	none
Marlborough	none
North Gower	none
Osgoode	none
Total Area Municipalities	38 committees, 155 members *
County of Carleton	County Roads (6), Finance (19), Agriculture (11), Welfare (6), Property (10), Legal & Legislative (10), Children's Aid (4), Safety (6), Education (5), Wardens (11), Eastern Ontario Development Association (4), Association of Ontario Counties (1), Emergency Measures Organization (4), Juvenile & Family Court (3), County Technical Advisory to Ottawa Planning Area Board (6), Forestry (7). Total - 16 committees, 113 members *
Total Review Area	54 committees, 268 members *

* there is, of course, much overlapping of these memberships, with many individuals serving on two or more committees.

Thus, it is natural that the greatest use of committees is shown by the councils of Ottawa, Eastview, Nepean and the County of Carleton. Rockcliffe Park and Torbolton also use "one-man" committees to speed their council procedures. What is surprising is the use of only one committee in Gloucester and the lack of any committee structure in the remaining outer municipalities, some of which have been subjected to considerable pressures in recent years.

The situation in the City of Ottawa is of course unique because of the existence of the Board of Control, which itself acts as a "central committee" considering all matters that come before council.

The wide range of matters dealt with by local governments in the area is indicated by the names of the committees, which range from "Youth Services" to "Traffic" and from "Welfare" to "Recreation and Parks".

Perhaps more significant is the total number of council positions in the review area (123), the number of committees (54), and the number of committee positions (268). These are impressive totals, which show better than words the extent of the local government tasks in the area, and the large number of elected officials involved in carrying them out. When it is realized that many of these representatives are involved in more than one meeting per week, with meetings usually of several hours' duration, and that many of the elected representatives put in much additional time outside of such meetings on municipal affairs, the essential need for a fairly high ratio of elected representatives to electors is manifest. The ratio of population per council member ranged from 150:1 in Torbolton to 11,100:1 in Ottawa, as shown on Table 6-1.

BOARDS AND COMMISSIONS

The number and range of boards and commissions (exclusive of school boards, which are dealt with in Chapter 7) in the review area are shown in Table 6-3. Most of these involve some citizen or other non-council representation (bodies comprising only council members have been considered as committees of council and dealt with in the previous section).

There are 80 such boards and commissions in the review area and they play an essential and extensive role in the local government of the area, as is shown by their total membership of 519 and the total staff under their direct jurisdiction of 3,752.

Of particular interest are the joint boards, involving more than one municipality. There are eight of these and they fall into three categories:

- those involving two or more of the area municipalities;
- the County of Carleton agencies which like County Council serve all municipalities outside the two Cities (in the case of Cumberland Township, this role is played by Prescott and Russell County, of course); and
- the joint City-County bodies.

The joint boards thus deal with some of the matters of area-wide or more-than-local concern, but not with all of them.

The degree of effectiveness of each of the joint boards, and the need for the joint approach in other functions where joint boards do not exist will receive consideration in subsequent chapters of this report dealing with the various functions of local government in the area.

TABLE 6.3 BOARDS COMMISSIONS ETC AND THEIR STAFFS IN THE REVIEW AREA 1961 (EXCLUSIVE OF SCHOOL BOARDS)

Each entry indicates one single independent board or commission etc., or in the case of joint boards, the proportion of board members appointed or nominated by each of the constituent municipalities
Unbracketed figures indicate number of board members
Bracketed figures indicate number of staff under the jurisdiction of the board, exclusive of the departmental staffs shown in Table 6.4

	JOINT BOARDS								SINGLE INDEPENDENT BOARDS																			
MUNICIPALITY	OTTAWA-CARLETON CHILDREN'S AID (STAFF)	CARLETON COUNTY BOARD OF HEALTH (STAFF)	OTTAWA PLANNING AREA BOARD	OTTAWA SUBURBAN ROADS COMM	EASTVIEW SUBURBAN ROADS COMM	EMERGENCY MEASURES ORGANIZATION	GOULBURN-STITTSVILLE FIRE COMMISSION (STAFF)	COMMERCIAL INDUSTRIAL DEVELOPMENT CORPORATION (STAFF)	BOARDS OF HEALTH	HOSPITAL BOARDS	HOMES AND HOUSING FOR THE AGED	PLANNING BOARDS	COMMITTEES OF ADJUSTMENT	WATER SYSTEM MANAGEMENT BOARDS	HYDRO COMM.	AIR POLLUTION APPEAL BOARDS	PUBLIC TRANSIT COMM.	PARKING AUTHORITY	HOUSING AUTHORITY	RECREATION BOARDS AND COMMISSIONS	COMMUNITY CENTRES BOARDS	LIBRARY BOARDS	POLICE COMM.	INDUSTRIAL COMMISSION	POLICE VILLAGE BOARDS OF TRUSTEES	CEMETERY BOARDS REVISION	OTHER (STAFF)	TOTAL ALL BOARDS
OTTAWA	3/18		7/9	1-5		5/10		4/13	9	16(2)9(1)2	3(1)6(1)3				31(6)9	9	4(6)16	5(1)1	5(7)1			(4)10	✓			✓		7 (3)4(2) COMMUNITY MEMBERSHIP	
EASTVIEW	1/18				5/5	5/10		5/25	5			6	3							✓			✓			✓		
ROCKCLIFFE PARK								1/25																		✓		
NEPEAN			1/9					5/25							4(1)5							5 (6)			3-1)	✓		
GLOUCESTER			1/9					1/25				7	3	4						5 (6)	5					✓		
MARCH																										✓		
TORBOLTON																										✓		
KANATA																												
WESTBORO																				5						✓		
GOULBURN							2/5																			✓		
RICHMOND															3(1)1						7(2)					✓		
STITTSVILLE							3/5					3											✓			✓		
WARBURTON																										✓		
NORTH GOWER												5									6 (6)	✓				✓		
OGILVIE																					3					✓		
CUMBERLAND												6									5				1 (2)	✓		
CARLETON COUNTY	4/18	7/7		2/5	1/5	4/10																						
TOTAL -BOARDS	1	1	1	1	1	1	1	1	2	2	2	6	2	1	3	1	1	1	1	1	4	1		1		1	1	24
-MEMBERS	18	7	9	5	3	10	5	25	14	28	10	38	5	4	10	5	4	3	3	4	17	11	5	5	17	37	23	265
-STAFF	36	25	-	45	-	9	-	2	-	2209	114	-	-	-	470	-	815	1	2		7	8		5				3753

*Board of 20 plus 8 municipal representatives

MUNICIPAL STAFFS

Mention has already been made of the total staffs numbering 3,752 which come under the direct jurisdiction of the boards and commissions (other than school boards), Table 6-3. The staffs coming directly under the jurisdiction of the councils are shown in Table 6-4, which also indicates their increase since 1951.

It is notable that the municipal staffs number only 2,418, significantly less than the number of board and commission employees. Of the combined total (6,170) of all employees engaged in all municipal functions, the board and commission staffs therefore represent 61%. (If school board staffs are added, the board and commission total becomes 7,725 or 76% of the grand total).

The municipal staffs have, however, increased significantly since 1951, when they totalled approximately 1,400, the growth amounting to about 73% - a faster rate of growth than the 56% shown by the area's population during this period, indicating the increasing demand for more and better municipal services. Unfortunately 1951 data on board and commission staffs is not readily available, so that their growth rate cannot be compared.

In terms of the current staff totals shown by Tables 6-3, 6-4, 7-12 and 7-13 together, the most significant local government functions are, in descending order of importance:

-education	(3,973)
-hospitals and health	(2,422)
-roads, transit, traffic, parking, water, sewers, planning and inspection	(1,314)
-police and fire protection	(1,015)
-hydro electric distribution	(420)
-municipal administration	(342)
-welfare, housing and homes for the aged	(335)
-libraries, parks, recreation and community centres	(176)
-all others	(146)
Total	10,143

TABLE 6-4. MUNICIPAL STAFFS IN THE REVIEW AREA, 1951 and 1964.

MUNICIPALITY	1951	1964									
	Total	Total	Administration (1)	Health	Welfare	Planning, Inspection, Water, Sewers, Roads, Traffic (2)	Parks and Recreation	Police	Fire (3)	Courts and Jail	Other
Ottawa	1180	1839	232	88	61	466	40	439	438	39	36
Eastview	43	110	17	8	4	35	6	22	18		
Rockcliffe Park	10	17	5	1		11					
Nepean	12	99	16		1	33		23	26		
Gloucester	14	73	18		1	18		22	14		
Cumberland	NA	20	6	1		11			2		
March	NA	10	5			5					
Torbolton	NA	16	5			8		2	1		
Fitzroy	NA	8	3			4			1		
Huntley	NA	11	6			4			1		
Goulbourn	NA	19	4			14			1		
Richmond	NA	5	2			1		1	1		
Stittsville	NA	6	3			3					
Marlborough	NA	10	5			5					
North Gower	NA	9	4			4			1		
Osgoode	NA	18	5			11			2		
Total area municipalities	NA	2270	336	98	67	633	46	509	506	39	36
County of Carleton	66	148	7		57	25				52	7
Total review area	1325+	2418	343	98	124	658	46	509	506	91	43

(1) includes clerks, treasurers, assessors, personnel, auditors and solicitors (including those on retainer fees and part time.
(2) includes estimated average number of outside hourly-rated operators and labourers.
(3) includes full-time paid staff and all fire chiefs but excludes volunteer firefighters.

NA = not available.

It will be noted that this represents 6.9% of total employment in the review area (Table 4-1), and is equal to about one-fifth of the total Federal government employment in the area.

It is also likely that local government employment respresents a greater share of total employment in the review area today than it did in 1951, for a comparison with Table 4-3 shows that the labour force only increased by 38.9% in the 1951-1961 decade compared to the previously-noted 73% growth in direct municipal employment, 1951 to 1961.

The concentration of local government employment in the urban and suburban municipalities may also be noted, with the suburban municipalities of Nepean and Gloucester showing the fastest growth of staff since 1951.

The role of these staffs of the departments, boards and commissions in the performance of functions of local government will be discussed in the subsequent chapters. The most important function, education, is covered in Chapter 7 which follows.

PART III - THE FUNCTIONS OF LOCAL GOVERNMENT

CHAPTER 7. EDUCATION

INTRODUCTION

The whole pattern of life in Canada has changed drastically in the past generation. The dominant economic trends of our time have made education the key to a student's future economic survival; where in the past an elementary or Grade 8 education was qualification enough for most jobs, automation in industry and mechanization on the farm has diminished the demand for unskilled personnel.

Previously, unskilled labour represented the greatest single proportion of all employment in Ontario. Today, that proportion is close to 30% and is estimated to drop to 12% by 1970. This, plus the fact that each year of secondary school education is estimated to add $16,000.00 to an employee's lifetime earnings, (1) has made it imperative for students to stay in school longer in order to free themselves from later unemployment and financial insecurity.

The problem of adapting educational programmes to the needs of an increasingly complex world and highly industrialized society has long been recognized by educators. This concern has been translated into new and progressive courses of study offering greater depth, breadth and variety at all school grade levels.

But the implementation of these changes has been costly. Where 29% of Ontario municipal expenditures went to education in 1951, 34% is spent for that purpose today. Similarly, the Ontario portion of municipal tax levy for educational purposes has increased from 37% to 45% during the same period. In the review area, the increase has been even greater with educational expenditures increasing from 25% to 34%

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(1) These figures were reported in a series of articles written by Mr. James Palmer, experienced Ontario educator for The Toronto Daily Star, September, 1962.

and the tax levy for educational purposes jumping from 36% to 51%. (The difference between expenditures and tax levies is provided by provincial grants).

In view of the importance of education in our society and the financial implications at the local level, this chapter presents as comprehensive a picture of its role in the review area as time and availability of information has allowed.

SCHOOL AGE POPULATION

It should be noted at the outset that the age groups selected for this study of school age population are the 5 to 14 and 15 to 19 age components of the population rather than the generally accepted 5 to 13 and 14 to 18 age breakdown. The availability of Dominion Bureau of Statistics Census of Canada statistics by these age breakdowns was one of the influencing factors in this decision. As a result, all elementary school attendance ratios, expressed as percentages of the 5-14 age group, can be considered low because of the extra year (14) in the age group. On the other hand, secondary school attendance ratios, expressed as percentages of the 15-19 age group will be higher, as the 14 year-olds represent a greater proportion of the total population than the 19 year-olds. It is felt that these drawbacks are more than offset by the fact that the age and attendance data are from the same source (Census) and are therefore fully comparable. Since they also both relate to the resident population of each municipality regardless of the location of the schools attended they also avoid the difficulties of inter-municipal attendance areas in this section of the chapter. (This matter is dealt with later in the chapter).

Chapter 5 dealt with the population increase within the review area and the significant shifts in the age distribution since

1951. No greater shift has occurred than that experienced by the school age segment of the population. In 1951, this group represented 21.9% of the total population while by 1961, this proportion had increased to 27.7% (Table 7-1). Both the elementary and the secondary age groups reflected this increase, but to different degrees. Most significant was the proportionate increase of the 5-14 age group from 15.3% to 20.4% - a reflection of the increased number of children born during the post-war years. The less dramatic increase was in the 15-19 age group, from 6.6% to 7.3% during the same period. As the elementary group grows up and enters the secondary category, the latter will of course increase more sharply, a process that is already apparent since 1961.

TABLE 7-1. ELEMENTARY AND SECONDARY SCHOOL AGE POPULATION AS A PERCENT OF TOTAL POPULATION IN THE REVIEW AREA, 1951 and 1961

MUNICIPALITY	1951			1961		
	Elem. 5-14 yrs.	Sec. 15-19 yrs.	Total Pop.	Elem. 5-14 yrs.	Sec. 15-19 yrs.	Total Pop.
Ottawa	14.5	6.5	100.0	19.7	7.4	100.0
Eastview	19.1	6.7	100.0	18.3	7.2	100.0
Rockcliffe Park	17.6	7.1	100.0	20.0	11.0	100.0
Nepean	16.9	6.8	100.0	24.0	5.7	100.0
Gloucester	23.1	8.1	100.0	25.9	7.2	100.0
Outer Municipalities	19.6	7.2	100.0	23.4	7.9	100.0
Review area	15.3	6.6	100.0	20.4	7.3	100.0

Source: Dominion Bureau of Statistics Census of Canada.

This table also illustrates the relatively greater increase in the elementary group experienced by Nepean, Ottawa and the outer municipalities, and shows a relative decline for this group in Eastview. It also indicates that in 1961, the elementary school age group represented a significantly greater proportion of the population in Gloucester, Nepean and the outer municipalities than

in Eastview, Ottawa and Rockcliffe Park.

The greatest relative increase in the secondary age group on the other hand was in Rockcliffe Park, with Ottawa, Eastview and the outer municipalities also showing increases, while Gloucester and Nepean showed relative decreases. In 1961, the secondary group was proportionally largest in Rockcliffe Park and smallest in Nepean, with the outer municipalities falling in between.

To fully understand and interpret these figures a study of the absolute increases over the same period is also necessary.

TABLE 7-2. INCREASE OF THE SCHOOL AGE POPULATION, 1951 to 1961.

MUNICIPALITY	absolute increase		increase as % of 1951	
	elem. 5-14 yrs.	sec. 15-19 yrs.	elem. 5-14 yrs.	sec. 15-19 yrs.
Ottawa	23,817	6,725	82.0	51.3
Eastview	1,859	849	70.7	91.6
Rockcliffe Park	137	117	48.9	103.5
Nepean	4,116	864	650.2	341.5
Gloucester	3,239	796	216.8	152.5
Outer Municipalities	2,321	659	63.6	48.8
Review Area	35,489	10,010	94.0	61.6

Source: Dominion Bureau of Statistics Census of Canada.

Table 7-2 shows that every municipality has experienced an increase in the elementary school age segment of the population. Although Ottawa experienced by far the greatest absolute increase, accounting for two-thirds of the review area total, the greatest percentage increases occurred in the developing suburban communities of Gloucester and Nepean (216.8% and 650.2% respectively). Smaller percentage increases are shown in Ottawa and Eastview (82.0% and 70.7% respectively), and in Rockcliffe Park (48.9%) and in the outer municipalities (25.4%). Thus, the primary school age group in the review area has nearly doubled since 1951 (94.0%) increasing its share of the total population from 15% to 20% in the decade.

In the secondary age category, Ottawa again experienced the greatest absolute growth and accounted for two-thirds of the review area total, while Gloucester and Nepean again showed the greatest percentage gains.

Another analytical approach to the changing school age component is illustrated in Table 7-3. Here, the 1951-1961 increase in school age population for every 1,000 increase in total population is shown; for the review area as a whole, every increase of 1,000 in population contained 405 children of school age, 316 of them in the elementary and 89 in the secondary age group.

TABLE 7-3.

MUNICIPALITY	Increase in Total Population 1951-1961	Increase in School Age population for every 1,000 increase in total population		1961 ratio per 1,000 persons of total population	
		Elem. 5-14 yrs.	Sec. 15-19 yrs.	Elem. 5-14 yrs.	Sec. 15-19 yrs.
Ottawa	66,161	359.9	101.6	197.1	73.9
Eastview	10,756	172.8	78.9	182.7	72.3
Rockcliffe Park	489	280.1	239.2	200.0	110.3
Nepean	16,009	257.1	53.9	240.4	56.5
Gloucester	11,828	273.8	67.2	258.6	72.0
Outer Municipalities	6,869	337.8	95.9	234.0	78.6
Review area	112,112	316.5	89.2	204.3	73.2

Source: Dominion Bureau of Statistics Census of Canada.

The greatest elementary increases per 1,000 were in the City of Ottawa (359.9 children) and the outer municipalities (337.8 children), with the smallest in the City of Eastview (172.8 children).

The greatest secondary increases were in Rockcliffe Park (239.2 children) and Ottawa (101.6 children) and the smallest was in Nepean (53.9 children).

SCHOOL ATTENDANCE

A child of school age is not necessarily a child attending school. This is particularly true of secondary school age children and was even more the case ten or fifteen years ago than it is today. The proportion of these children attending school and the change in that proportion over the past years is shown in Table 7-4.

Between 1951 and 1961 in the review area, the number of residents attending secondary schools nearly doubled (99.7%)(1) while those attending elementary schools increased by 114.8%. The greatest percentage increases occurred in the suburban township of Nepean where the number attending elementary school was 7 times greater (733.4%) and attendance at secondary school was over 5 times more numerous (503.9%) than in 1951. In Gloucester Township, elementary attendance more than doubled (250.0%) while attendance at secondary schools was more than 3 times greater (348.6%) than in 1951. In absolute numbers, the City of Ottawa again accounted for over two-thirds of the review area increase in both the elementary and secondary categories; however, its share of the review area totals fell during the decade because of the faster rate of growth in other municipalities.

The proportion of 5 to 14 year olds attending elementary school in the review area increased from 78.9% to 87.9% during the same period, with increases shown throughout the review area.

Although these proportions are undoubtedly lower than the actual ratios due to the use of the 5-14 instead of 5-13 year age group in our calculations, they still give a valid indication of the significant increase in the percentage of elementary school age children attending school. The actual attendance ratios should, of course, approach 100%, as provincial legislation makes school attendance compulsory

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(1) See footnote at the bottom of Table 7-4, Page 57.

TABLE 7-4. STUDENTS ATTENDING ELEMENTARY AND SECONDARY SCHOOLS AS A PERCENT OF THE 5-14 AND 15-19 AGE GROUPS, 1951 and 1961.

	Cities of Ottawa	Cities of Eastview	Village of Rockcliffe Park	Townships of Gloucester	Townships of Nepean	Outer Municipalities	Review Area
1951 Those attending elementary school							
- for less than 5 years	12,790	1,257	129	689	279	1,580	16,724
- for 5 or more years	10,149	792	109	504	209	1,304	13,067
Total elementary attendance	22,939	2,049	238	1,193	488	2,884	29,791
as % of 5-14 age group	79.0	77.9	85.0	79.9	77.1	79.0	78.9
Those attending secondary school							
- for less than 3 years - for 3 to 5 years	8,904	518	165	214	155	654	10,610
Total secondary attendance (*)	8,904	518	165	214	155	654	10,610
as % of 15-19 age group	68.0	55.9	146.0	41.0	61.3	48.5	65.3
1961 Those attending elementary school							
- for less than 5 years	27,158	2,312	192	2,610	2,462	2,602	36,336
- for 5 or more years	20,308	1,683	175	1,565	1,605	2,315	27,651
Total elementary attendance	46,466	3,995	367	4,175	4,067	4,917	63,987
as % of 5-14 age group	87.9	89.0	88.0	88.2	85.9	82.3	87.4
Those attending secondary school							
- for less than 3 years	8,860	608	93	565	559	855	11,540
- for 3 to 5 years	7,494	445	133	502	377	633	9,584
Total secondary attendance	16,354	1,053	226	1,067	936	1,488	21,184
as % of 15-19 age group	82.5	59.3	98.3	81.0	83.8	74.1	80.6
1951-1961 % increase - elementary attendance	102.6	95.0	54.2	250.0	733.4	70.5	114.8
- secondary attendance	83.7	103.3	37.0	398.6	503.9	127.5	99.7

(*) These figures for 1951 represent all those attending school for a period of 9 or more years; the 1951 Census groupings made it impossible to separate those attending university. These figures are, therefore, somewhat higher than Grade 9-13 enrolment in 1951.

for every child under 16 years of age (or under 14 years of age if it is an economic necessity that a child seek employment).

An even more significant change has occurred in the proportion of secondary school age children attending schools. In the review area, this proportion increased from 65.3% to 80.6% between 1951 and 1961. This increase must actually have been even more dramatic in view of the fact that university students have unavoidably been counted as part of the enrolment total in 1951, but not in 1961.(1)

Gloucester Township has shown the greatest change over the interval by nearly doubling its proportion of secondary school age children at school (from 41.0% to 81.0%). By 1961, the outer municipalities had experienced the second greatest increase in the review area (from 48.5% to 74.1%), while Ottawa, Rockcliffe Park and Nepean, with higher ratios in 1951, showed less dramatic increases, but still had the highest secondary attendance ratios in 1961. The City of Eastview showed the least dramatic increase from 55.9% to 59.3%.

The 146% shown for Rockcliffe Park secondary attendance in 1951 is, of course, an "impossible" ratio due to the inclusion of university students and use of the 15-19 instead of the 14-18 age group. (1) It is doubtful that the proportion of the 15 to 19 year olds at school altered greatly during this period in the Village of Rockcliffe Park and it is reasonably safe to assume that the high proportion shown in 1961 (98.3%) was comparably high ten years before.

The fact that a greater proportion of children are

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(1) If students with 13 or more years of schooling are subtracted from the total enrolment picture the following 1951 proportions result:- City of Ottawa - 47.7%, City of Eastview - 38.3%, Village of Rockcliffe Park - 78.8%, Gloucester Township - 34.3%, Nepean Township - 51.4%, Outer Municipalities - 43.0%, Review area - 46.6%.

attending schools can be explained in part by the introduction of courses and expansion of facilities to educate all children, inclusive of those with less than average physical or mental ability. The development of auxiliary classes, newly devised courses of study and specialized schools to suit varying student interests is intended to assure nearly every child of an education to the limit of his capabilities.

Thus the dramatic growth of school age population has combined with a significant increase in the proportion of this population attending school, to produce the sharp increases in attendance detailed above.

POPULATION AGING AND THE FUTURE SCHOOL LOAD

The 1968 school age population has already been born. If the effect of migration is ignored, the 1968 school age groups in the review area can be calculated simply by "aging" the younger five year age groups of the present population, as shown in Table 7-5.

TABLE 7-5. EFFECT OF AGING ON ELEMENTARY AND SECONDARY SCHOOL AGE POPULATION IN THE REVIEW AREA, 1963 to 1968 *

MUNICIPALITY	Population by Age Group				
	0-4 yrs.	5-9 yrs.	10-14 yrs.	5-14 yrs.	15-19 yrs.
1963 Actual					
Ottawa	25,104	27,994	25,119	53,113	21,574
Eastview	4,054	2,568	1,977	4,545	1,638
Rockcliffe Park	99	205	246	451	257
Nepean	3,596	3,843	2,539	6,382	1,826
Gloucester	2,932	3,197	2,190	5,387	1,439
Outer Municipalities	8,848	3,507	2,766	6,273	2,283
Review area	44,633	41,314	34,837	76,151	29,017
1968 Calculated					
Ottawa		25,014	27,994	53,098	25,119
Eastview		4,054	2,568	6,622	1,977
Rockcliffe Park		99	205	304	246
Nepean		3,596	3,843	7,439	2,539
Gloucester		2,932	3,197	6,129	2,190
Outer Municipalities		8,848	3,507	12,355	2,766
Review area		44,633	41,314	85,947	34,837
% change 1963-1968		8.0%	29.8%	12.9%	20.1%

*This table deals with 1963 resident population only and excludes the effects of migration.

Source: Municipal Assessment Records

By 1968, the elementary age group will have increased by 12.9%. In numbers, this group will remain about the same in the City of Ottawa, decrease in the Village of Rockcliffe Park and increase elsewhere, with the outer municipalities and Eastview showing relatively greater increases than Gloucester and Nepean.

In contrast to the 1951-1961 decade, the next five years will bring a significantly greater increase of 20.1% in the secondary age group, as the present elementary bulge moves on to high school. In total numbers, the Village of Rockcliffe Park will remain about the same, while significant increases can be expected elsewhere, especially in the City of Ottawa, which can expect about 3,500 additional secondary school age residents. One has only to refer to the 1968 calculated 10 to 14 age group to see what can be expected in the way of secondary school age children by 1973 when the present 5 to 9 year olds reach the secondary level.

Thus, without migration, the review area can expect continued growth in its school age population; it is also likely that the proportion of this population attending school will continue to increase, especially in the secondary category. Figures obtained from the Ottawa Collegiate Institute Board indicate that the portion of the 14 to 18 year age group enrolled in its secondary schools has increased from 35.5% in 1951 to 53.9% in 1961 and to 61.6% by 1963. (These attendance ratios are of course lower than those given in Table 7-4 because they are calculated using the proper 14-18 age group, and they exclude students from this age group who attend schools not under the Ottawa Collegiate Institute Board, such as the Ontario Vocational Centre, the Eastern Ontario Institute of Technology, and the secondary classes (Grades 9 and 10) under the Ottawa Separate School Board.)

In the light of these significant past changes in the Ottawa

Collegiate Institute Board attendance ratio, the expectation of further increases in the future would appear justified. The Collegiate Institute Board itself, however, has used conservative ratios of 55%, 60% and 65% in preparing its own range of estimates of future enrolment.

For comparison with Table 7-5, the Ottawa Collegiate Institute Board estimate of the 14-18 population in the City of Ottawa in 1968 is 34,719 and in 1973, 45,106. Since these estimates allow for net in-migration (which the area has been receiving) while Table 7-5 does not, they indicate the additional impact which migration may be expected to exert, over and above the "aging" impact detailed above.

The demand for all educational facilities thus seems certain to continue to increase over at least the next decade, particularly with respect to secondary school facilities. Diversification of courses of study and a profound change in the fundamental importance of education will result in an increasingly higher student retention rate. Twenty years from now, it is estimated that over 366,200 persons in the National Capital Region will be under twenty years of age, a group increase of nearly 75% over 1963. (1) The provision of facilities for educating this large number of students will constitute the most important single function of local government in the area.

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(1) "Economic Prospects - National Capital Region" - Larry Smith and Co.

LEGISLATION AND REGULATIONS AFFECTING EDUCATION

Under the terms of the British North America Act of 1867,[1] education became a provincial responsibility with each provincial legislature granted the right to formulate and enforce laws respecting education within its boundaries. The only power retained by the Federal government enabled it to pass remedial legislation should a province fail to assume its proper responsibility or should a province pass legislation contrary to the provisions of the Act.

To facilitate the execution of this responsibility while still retaining provincial control, local authorities have been delegated the actual administration of education within a legislative framework provided by the province. In Ontario, this legislation delegates to local school authorities certain mandatory and permissive responsibilities beyond which the local bodies have no powers. The Education Acts of Ontario are:

The Department of Education Act
The Schools Administration Act
The Public Schools Act
The Separate Schools Act
The Secondary Schools and Boards of Education Act
The Teachers Superannuation Act
The Teaching Profession Act

In general, municipal authorities levy and collect by taxation such sums, over and above any provincial contribution, as are required by the school boards for educational purposes. This is mandatory under the provisions of the legislation.

Since 1960, there have been some important amendments and alterations to the above legislation which will affect the course of education in Ontario. The most significant of these are the 1964 amendments to the Public Schools Act [2] under which the township school area will become the basic unit of rural administration.

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(1) Section 93
(2) Statutes of Ontario, 1964, c. 95.

Since 1850, ineffective legislative attempts have been made to supplant the smaller school section as an educational administrative area. From 1932 on permissive legislation [1] empowered township councils to form all or part of their municipality into a township school area, to abolish the constituent sections and dissolve the school section boards involved. However, the new legislation requires that on and after the first day of January, 1965, every township shall be a township school area with every union school section now in existence forming a part of the township school area in which the union school is located.[2] This does not preclude the future formation of union school sections between an urban municipality and part or parts of one or more townships or between parts of townships and adjoining cities or separated towns.[3] Any present or future union with an urban municipality is to be considered part of the urban municipality.

The administration of each of these new areas by one elected board of five trustees will automatically dissolve the many previous three-man boards, though maintaining similar powers.[4]

Another major change is the requirement that each county council appoint a public school consultative committee to report on the desirability, establishment or enlargement of a new area of permitted administration, the County School Area [5] or the District School Area.[6] It is further required that all public school boards shall supply this committee with any information it requires affecting the provision of county education.[7]

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(1) Statutes of Ontario, 1932, c.42.
(2) The Public Schools Act, R.S.O. 1960, c.330, s.40, as amended by Statutes of Ontario, 1964, c.95, s.6.
(3) The Public Schools Act, R.S.O. 1960, c. 330, s. 46(1).
(4) The Public Schools Act, R.S.O. 1960, c.330, s. 40a (1,3) 40c (3).
(5) The Public Schools Act, R.S.O. 1960, c.330, s. 13, as amended by the Statutes of Ontario, 1964, c.95, s.3.
(6) The Public Schools Act, R.S.O. 1960, c.330, s.13(c).
(7) The Public Schools Act, R.S.O. 1960, c. 330, s. 13.

The obvious purpose of these amendments is to move Ontario rural schools toward a larger unit of administration. Some form of district or regional school administration is presently in operation throughout the remaining provinces of Canada and in such countries as the United States, Australia and New Zealand. It should be emphasized, however, that the legislation requires only the consolidation of school administrative units and not the consolidation of schools (although this would naturally be expected to follow, in time).

Although the full impact of this legislation will not be felt here for several years, the ultimate effects should prove beneficial. A general improvement in the standard of education will come in time through the employment of more qualified teachers and the diversification of courses. Immediate effects can be achieved from a better utilization of existing school facilities; bonus educational grants will benefit all township school area boards.

As has been noted, the 1964 amendments apply to the Public School system only; the Separate School Act of 1863 precluded any such legislation for that system. However, a significant amendment has recently been passed which permits the definition of Separate School zones as a unit of administration.(1)

Previously, no person could be listed as a separate school supporter unless resident within a three-mile radius of the school house. Thus, administrative units could only be defined in terms of school supporters, rather than by area boundaries. The amendments of 1962 established a Separate School zone as an area in which property may be assessed for the support of a separate school(s) under the jurisdiction of one board.(2) The defined zone is considered to

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(1) The Separate Schools Act, R.S.O. 1960, c.368, s.17(fa) as amended by Statutes of Ontario 1962-1963, c. 132, s.1.
(2) The Separate Schools Act, R.S.O. 1960, c.368, s.17(fa) as amended by Statutes of Ontario, 1962-1963, c. 132, s.1.

include all properties or parts of properties within a three-mile radius of the north corner of the school property [1] or designated property in the case of boards which have neither a school building or site.[2] The determination of the inspector is required in resolving boundaries that overlap or alter due to discontinuing boards so that zone boundaries are contiguous and inclusive of all land. [3]

The effect of this legislation has already been experienced in those areas where separate schools or boards are in operation. Those supporters who previously resided beyond the circumferential boundary of a school building can now form their own board, establish their own school zone and support it without purchasing property or erecting a school. This will enable all those who so desire to allocate their tax support to the separate school system and will further permit the division of all territories into separate school zones for tax purposes. This legislation has resulted in some consolidation within the separate school system through the combining of school zones and the centralization of school facilities.

In addition to the above legislation, other changes to the Education Acts have been made by amendments to the Schools Administration Act. These amendments state:-

1. All textbooks required by the regulations to be purchased by the Board shall be provided free to school students.[4]

2. Boards with more than three trustees must pay to each,
   (a) a monthly remuneration based on average daily attendance figures,
   (b) a mileage allowance (.10¢ per mile) and travelling expenses while on board business. [5]

3. Boards may appoint a psychiatrist or psychologist.[6]

. . . . . .

(1) The Separate Schools Act, R.S.O. 1960, s.48 (2,7).
(2) The Separate Schools Act, R.S.O. 1960, s.48 (5).
(3) The Separate Schools Act, R.S.O. 1960, s.49 (2,3), 49(a)(6).
(4) The Schools Administration Act, Sec. 34 (11).
(5) The Schools Administration Act, Sec. 36 (1,4,5).
(6) The Schools Administration Act, Sec. 35 (2a).

The implications of these changes should be readily understood. Providing free textbooks will help to ease the financial burden on all parents. The use of trained psychologists in the field of student guidance and in the assistance of occupational students will enable each child to develop to the extent of his interest and capabilities. Greater interest on the part of officials may result from offering some remuneration to trustees, which will be of benefit to all school systems.

But there have been other and, in some ways, more significant changes in the field of education. One of these changes has been the introduction of The Ontario Foundation Tax Plan, 1964. This plan, a redesign of the provincial school grants system, is intended to move Ontario one step closer to equalizing educational opportunity throughout the Province.

Perhaps the best explanation of this Plan is contained in a published statement by The Honourable John Robarts. (1)

> "The Ontario Foundation Tax Plan 1964 has been designed to fit the particular conditions in the Province of Ontario, and is not necessarily applicable to any other jurisdiction as it takes into account certain factors that are peculiar to this province.
>
> "It is based on the assumptions first that by constitution (The British North America Act) we have a separate school system and, secondly, that it is the wish of the people of the province and a necessity for our development that all children have equal opportunity for education.
>
> "With these points in mind this Plan is proposed for a five year period commencing in 1964 and provides as follows:
>
> 1. In no event shall the total provincial grant from all sources exceed 95 per cent of the cost of operation of any school board in the preceding year.
>
> 2. A basic tax relief grant will be given on a common scale as the flat grant per pupil of average daily attendance.

.....

(1) Delivered to the Ontario Legislature, February 21, 1963.

3. Special or stimulation grants will be given to encourage efforts of school boards to provide special services such as text books, milk, evening classes, auxiliary classes, oral French classes, etc. also encouragement to move towards larger units, change of municipal status and the like.

4. Equalization grants will be given which recognize the existence of a wide variation in local ability to support education. Equalization grants are divided into three categories:

   (a) Corporate tax adjustment grants for all elementary schools. This grant will supplement the revenues of any elementary school board, public or separate, which is receiving a lesser proportion of school tax paid on corporation assessment within the local municipality than the proportion that its residential and farm assessment bears to the total public and separate residential and farm assessment. In other words, this phase of the equalization grant is based on the assumption that school taxes from corporate assessments should be divided for school purposes on the same ratio as public and separate school assessment bears to the total residential and farm assessment.

   (b) The next category of equalization grant is based upon recognized extraordinary expenditures such as debt charges, capital outlays from current funds and cost of transportation, which require special treatment since the load of these expenses varies widely among boards which may be equal in need and in local resources.

   (c) The final category of equalization grants is a grant designed to equalize the burden of meeting current operating costs. These grants will be related to the great differences of conditions under which boards operate throughout our province and through this grant we will guarantee to each school board in the province sufficient revenue from this provincial grant to enable it to meet a satisfactory level of recognized operating costs.

"It is the intent of this Plan that the preceding grants will result in equality of opportunity for education for the young people of this province."

Grants in previous years have been calculated by using the following measurements of a Board's need and ability to pay -

(1) Assessment per classroom as a measure of resources.

(2) Average daily attendance as a measure of need.

(3) Growth-need factor as a measure of increasing school load.

(4) Equalized assessment as a measure of comparability between municipal assessment practises.

Another factor was introduced in 1961 with The Residential

and Farm School Tax Assistance Plan, designed to assist homeowners and farmers by reducing taxes on the basis of school population. In an effort to compensate for the fact that taxes on commercial assessment were deductible for income tax purposes but not on residential and farm assessment, additional grants were paid to school boards over and above the total general legislative grants. Effective since 1961, this Plan was repealed May 8, 1964, to be incorporated in the Basic Tax Relief Grant of the new Plan.

In effect, the new Plan aims to preserve the local autonomy, encourage initiative and assist the steady growth and development of improvements at the local Board level. The principle adopted to accomplish this end is essentially that of tax-sharing with the Province providing, through its wider taxing basis, the revenues which the poorer school boards are unable to secure locally. The Corporate Tax Adjustment Grant for elementary schools should provide a significant financial supplement to many Boards and help to overcome previous injustices of corporate tax allocation.

Another important change in education was the introduction in September, 1962, of a broadened programme for Ontario secondary schools called the "Robarts Plan" named after Premier John Robarts. Designed to meet the challenge of technological and social advances, it offers a wide variety of programmes to suit the need, interest and aptitude of every teenager in the province.

The Plan offers three courses or branches: arts and science, business and commerce, and science, technology and trades. Each branch provides a five-year course leading to university admission or a separate four-year course for those who wish to seek employment at the end of four years. A student in the four-year arts and science course can supplement his education with an additional one-year course in commerce or business. For those not wishing to spend four years in secondary school, a special two-year course is available in either

of the two non-academic branches. A special occupational course at the secondary level has been designed for those who fail to pass Grade 8; instruction in the service trades or occupations that require limited training is provided as long as the student benefits.

Under this new system a student can enrol in any one of eight secondary courses designed to recognize the fact that no two students are alike. This results in the best education for each child rather than the same education for all.

It is impossible, in any study of educational provisions and procedures, not to make mention of The Report of the Royal Commission on Education in Ontario published in 1950. This Commission inquired into courses of study, textbooks, examinations, financing, the general scheme of all types of elementary and secondary schools, teacher training and selection as well as the system of provincial and local school administration. Although not all its recommendations have been implemented, it is true to say that many of the improvements in Ontario's educational legislation and programmes can be attributed in some way to this Commission study.

The granting of legislative authority to the Provinces did not preclude the Federal government's interest in education and the standard of programme provided. This continuing interest resulted in the signing, on June 26, 1961, of the Federal-Provincial Technical and Vocational Training Agreement. Under the terms of this agreement, the Government of Canada and the Government of Ontario agreed to carry out a $200,000,000. accelerated programme of expansion to provide, in co-operation with industry, facilities for trades training, technical education and for training involving Federal departments and agencies. Seventy-five percent of the capital cost of this programme is assumed by the Federal government and the remaining twenty-five percent by the Province.

Other Federal government expenditures include sums for the education of Indians, Eskimos, children of the Armed Services personnel and war dead and veterans, university grants, scholarships, correspondence courses and teacher training courses.

The cumulative effect of the legislative changes, programme improvements, financial contributions and provincial and federal government participation is to require and permit the growth and adaptation of Ontario's educational system to meet the demands of an increasingly complex world.

SCHOOL BOARDS, SCHOOLS AND ATTENDANCE AREAS

In 1951, there were 145 units of administration in the review area responsible for the operation of 227 schools. By 1963, the number of administrative units has been reduced to 134, while the number of schools has increased to 289. The numerous schools constructed in the urban and suburban areas during this period occasioned the total school plant increase; the decrease in administrative units during the same interval resulted from a limited move toward consolidated rural school areas (Table 7-6).

The administrative structure within each urban municipality is consolidated under three types of boards for public elementary, separate elementary and secondary schools. The only exceptions exist in the Village of Rockcliffe Park which has no separate school board and in the City of Eastview where there are two separate school boards.

Less consolidation exists in the suburban and rural sections of the review area. There were only 3 township school areas in 1951, one in the Township of North Gower responsible for 6 schools and two in the Township of Cumberland responsible for 8 schools. By 1963, thirteen township school areas had been

TABLE 7-6. ADMINISTRATION OF EDUCATION 1951 and 1963

MUNICIPALITY	1951		1963	
	Boards	Schools	Boards	Schools
Ottawa	1 P.S.B. 1 S.S.B. 1 C.I.B.	28 public 5 unions 2 vocational 53 separate 2 academic 1 commercial 1 technical	1 P.S.B. 1 S.S.B. 1 C.I.B.	49 public 1 union 2 vocational 84 separate 3 academic 8 composite 1 commercial 1 technical
Eastview	1 P.S.B. 1 S.S.B. 1 S.S.B. 1 H.S.B.	1 public 1 separate 2 separate 1 academic	1 P.S.B. 1 S.S.B. 1 S.S.B. 1 H.S.B.	2 public 2 separate 5 separate 1 composite
Rockcliffe Park	1 P.S.B. 1 H.S.B.	1 public no school	1 P.S.B. 1 H.S.B.	1 public no school
Nepean	10 P.S.B. 2 S.S.B. rep. H.S.B.	10 public 1 separate (continuation (Manotick	2 T.S.A.B. 6 P.S.B. 7 S.S.B. 1 H.S.B. rep. H.S.B.	7 public 6 public * 7 separate 1 composite ** (1 composite (S. Carleton
Gloucester	10 P.S.B. 2 U.S.B. 12 S.S.B. 1 H.S.B. rep. H.S.B.	9 public 1 continuation 2 public 12 separate no school (continuation (Manotick	3 T.S.A.B. 4 P.S.B. 1 U.S.B. 13 S.S.B. 1 H.S.B. rep. H.S.B.	6 public 2 public 1 public 11 separate 1 composite ** (1 composite (S. Carleton
Cumberland	2 T.S.A.B. 1 U.S.B. 10 S.S.B. 2 C.S.B.	2 union 4 public 2 continuation 1 public 10 separate (continuation (Cumberland-Navan	2 T.S.A.B. 1 U.S.B. 1 P.S.B. 12 S.S.B. 1 H.S.B.	5 public no school no school 11 separate no school
March	5 P.S.B. 1 S.S.B. rep. H.S.B.	4 public 1 separate (continuation (Carp	1 T.S.A.B. 2 S.S.B. rep. H.S.B.	1 public 2 separate (1 composite (S. Carleton
Torbolton	5 P.S.B. rep. H.S.B.	4 public (Arnprior (District	1 T.S.A.B. 1 P.S.B. rep. H.S.B.	1 public no school (Arnprior (District

* 1 public school has 2 buildings in operation.
** administered by the Ottawa Collegiate Institute Board, owned by the municipality.

TABLE 7-6 (continued). ADMINISTRATION OF EDUCATION 1951 and 1963

MUNICIPALITY	1951		1963	
	Boards	Schools	Boards	Schools
Fitzroy	12 P.S.B. rep.H.S.B.	12 public (continuation (Carp	1 T.S.A.B. 9 P.S.B. 1 S.S.B. rep. H.S.B.	1 public 7 public 1 separate (Arnprior (District
Huntley	7 P.S.B. 2 separate rep. H.S.B.	3 public 1 continuation 2 separate (continuation (Carp	1 T.S.A.B. 2 P.S.B. 2 S.S.B. rep. H.S.B.	1 public 1 public 2 separate (East Lanark (District
Goulbourn	12 P.S.B. 4 U.S.B. rep. H.S.B.	11 public 2 public (continuation (Richmond	11 P.S.B. 2 U.S.B. rep H.S.B.	11 public 2 public (1 composite (S. Carleton
Richmond	1 P.S.B. 1 H.S.B. for S.W. county	1 continuation (see above)	1 U.S.B. 1 S.S.B. 1 H.S.B. for S.W. county	1 public 1 separate 1 composite
Stittsville	(pt. of Township of Goulbourn)		1 P.S.B. rep. H.S.B.	1 public (1 composite (S. Carleton
Marlborough	7 P.S.B. 1 U.S.B. rep. H.S.B.	4 public 1 public (continuation (North Gower	1 T.S.A.B. rep. H.S.B.	4 public 1 union (1 composite (S. Carleton
North Gower	1 T.S.A.B. rep. H.S.B.	1 union 3 public 2 continuation (continuation (N. Gower-Kars	1 T.S.A.B. rep. H.S.B.	3 union 3 public (1 composite (S. Carleton
Osgoode	16 P.S.B. 3 U.S.B. 5 S.S.B. 1 H.S.B.	14 public 1 continuation 3 public 5 separate (continuation (Kenmore	17 P.S.B. 3 U.S.B. 7 S.S.B. 1 C.S.S.B. 1 H.S.B.	16 public 3 public 5 separate 1 separate 1 composite

ABBREVIATIONS:- P.S.B. = Public School Board, S.S.B. = Separate School Board, C.I.B. = Collegiate Institute Board, H.S.B. = High School Board, U.S.B. = Union School Board, C.S.B. = Continuation School Board, T.S.A.B. = Township School Area Board, C.S.S.B. = Combined Separate School Board, S. Carleton = South Carleton District High School.

formed[1] with jurisdiction over 33 schools. There were still, however, sixty-one additional public school boards responsible for operating 51 schools and administering students from 10 other schools that had been closed.

In comparison with some of the adjacent counties, particularly those to the west, the review area's progress toward consolidation was limited and slow. The County of Grenville had closed 39 schools and was operating its remaining 43 schools under 5 township school area boards by 1963. The County of Stormont had all its 16 schools under 5 township school area boards, having closed 54 rural schools. Lanark County retained only 7 school sections, the remaining 87 having been consolidated under the administration of 12 township school area boards. In Leeds County 8 school sections remained, 62 schools being administered by 10 township school area boards. Of all neighbouring counties Renfrew experienced the least change with 65 school sections remaining although 55 schools were already under township school area control.

However, the amendment to the Public Schools Act, 1964, will see the dissolution of all school section boards and the establishment of township school area boards in the review area. On January 1, 1965, there will be 11 township school area boards responsible for the administration of all township public schools. Union school boards will come under the jurisdiction of the township or urban municipality in which they are located. This would apply to union sections straddling county boundaries. However, this does not apply to Richmond Union School which will remain under separate jurisdiction[2] until it elects to alter its status.[3]

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(1) Between 1951 and 1963 township school areas were formed by Gloucester (3), Nepean (2), March (1), Torbolton (1), Fitzroy (1), Huntley (1), and Marlborough (1) Townships. Cumberland (2) and North Gower (1) township school areas were operating as in 1951.
(2) Public Schools Act, as amended in 1964 by Section 40 (10).
(3) Public Schools Act, Section 45.

The same is true of Stittsville Public School. The new legislation does permit a township with over 10,000 population and an average school attendance of over 100 pupils to form two township school areas. Two townships in the review area, Gloucester and Nepean, could be affected by this provision.(1)

The urban boards in the Cities of Ottawa and Eastview, and the Village of Rockcliffe Park will remain the same with the Union School Section #14 with Nepean Township(2) continuing under the administration of the Ottawa Public School Board.

The greatest increase in school facilities occurred in the secondary school system. Between 1951 and 1963 nine schools were built in the City of Ottawa, two in the suburban townships of Nepean and Gloucester and two more were erected in the rural townships where continuation classes had previously provided the only means of secondary education; these were discontinued with the opening of South Carleton District High School and Osgoode High School. The City of Ottawa elementary school systems built 17 public and 31 separate schools during the same period.

The amending legislation does not affect school attendance areas; schools will continue to serve the same district or community. Schools presently located near municipal boundaries and serving a portion of a neighbouring municipality, will continue to do so initially.

It is premature to predict what long term effect the recent amendment will have, other than to consolidate rural administration. This is dependent on a variety of factors, not

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(1) Public Schools Act as amended in 1964, Sec. 40 (11).
(2) At the time of annexation by the City of Ottawa, 5 Union school sections were formed by by-law to enable extension of educational facilities to the annexed portions of Gloucester and Nepean townships. This is the only one remaining. The other four were dissolved with new school construction. The last dissolution occurred in 1962.

the least of which are the policies of the newly elected school boards, the financial resources available to them and the effect on the ratepayers of the cost of policy implementation. Within this framework, schools can be consolidated to provide additional educational amenities such as kindergartens, art and music classes, etc; it is equally possible that local rural schools may remain in operation for many years to come. From information and opinions expressed so far one might predict that progress toward school consolidation and the provision of special educational facilities will be slowest in those areas that have long supported the local school section system.

Immediate advantages can be achieved through better utilization of township school facilities. In many areas, schools are being operated for the benefit of only 10 to 20 pupils while other section schools are overcrowded. In the case of Osgoode Township, 808 pupils were enrolled in 19 schools in 1963. Under township school area administration, up to 8 schools might have been closed and a saving of some $40,000.00 achieved. Student transportation to other area facilities would have added an estimated $12,000.00 to total expenditure, but still left a sizeable surplus of up to $28,000.00. In addition, basic leglislative grants would have been supplemented by $10,000.00 representing bonus grants of $500.00 for each school section (20) brought under township school area administration. Similarly, savings might have been achieved in the Townships of Fitzroy, Nepean and Goulbourn through the closing of partly empty schools, and the bonus grants, of course, will benefit all townships with existing school sections.

It can be seen from this example that where the standard of service remains the same, the annual cost of township school area administration can be less than the cost incurred by individual school sections. However, it would be unrealistic to assume that

improved services such as kindergartens, art and music classes, etc. would not result in higher annual costs to the rural taxpayer. It should be remembered that additional expenditures will be directly related to such additional services as are provided, such improvements in educational amenitite are more likely to be achieved under township school area administration than was possible under the school section system.

The composition of the major school boards is given in Table 7-7. This information is not presented for the remaining boards in the area because so many of them will be replaced by the new township school area boards on January 1, 1965.

The existence of two separate school boards in the City of Eastview was noted earlier. The first Eastview board was established in 1888 as the Board of Trustees of the Roman Catholic Separate Schools in the City of Eastview. It remained the only separate school board until 1923 when by special Act of the Ontario Legislature, St. Charles Ward 6 (now Ward 4) was permitted to set up an independent board. This assisted the residents, by means of their portion of town tax revenue, to defray the cost of educating their children in the Ottawa schools. Classified as a rural school board, it also enabled them to enjoy greater provincial subsidies than the remaining Eastview boards, a position it still enjoys today.

There are in the City of Ottawa three special school boards which have not been covered in this review but which deserve mention. The Ottawa Crippled Children's Society School Board rents school space at a nominal cost from the Ottawa Public School Board and hopes to build its own school shortly. The Association for Retarded Children School Board operates its own school "Brighthope" and rents additional space from both the Ottawa Public and Separate

TABLE 7-7. MAJOR SCHOOL BOARDS, SCHOOL AREAS AND BOARD COMPOSITION, 1963.

BOARD	FORMED	AREA SERVED	BOARD COMPOSITION
Ottawa Public School Board	1848	Ottawa	9 trustees elected by ratepayers at large for 4-yr term (5/64,4/66); from 1928-1944 elected 3 per yr. for 3-yr term; bill passed 1944 - when City commenced biennial elections - to present system.
Ottawa Separate School Board	1856	Ottawa	10 trustees elected during municipal elections by separate school supporters to 4-yr terms.
Ottawa Collegiate Institute Bd. Board	1843	Ottawa	8 trustees, 6 appointed by City council for 3-yr terms; 1 appointed by public school board, 1 appointed by separate school board for 1-yr terms.
Eastview Public School Board	1883	Eastview	8 trustees elected for a 2-yr term.
Eastview Separate School Board (Wards 1-3)	1888	Eastview	6 trustees, 2 from each ward, elected during municipal elections to 2-yr terms.
Eastview Separate School Board (Ward 4)	1923	Eastview	3 trustees elected for a 3-yr term - 1 elected each year.
Eastview High School Board	1947	Eastview	8 trustees, 6 appointed by city council for 3-yr terms; 1 appointed by public school board, 1 appointed by separate school boards for 1-yr terms.
Rockcliffe Park Public School Board	1948	Rockcliffe Park	6 trustees, 3 elected each year for a 2-yr term.
Rockcliffe Park High School Board	1947	Rockcliffe Park	5 trustees, 3 appointed by council for 3-yr terms; 1 appointed by County, 1 appointed by the public school board for 1-yr term.
Gloucester High School Board	1949	Gloucester except Manotick area,	each board has 6 trustees, 3 appointed by their councils for 3-yr terms; 1 appointed by county, 2 appointed - 1 by each of largest public and separate school boards annually.
Nepean High School Board	1959	Nepean except Manotick area.	
South Carleton District High School Board	1948	March, Goulbourn, Stittsville, Richmond, Marlborough, North Gower, pts. Nepean, Osgoode & Gloucester (Manotick)	12 trustees, 9 municipalities each appoint 1 trustee for 2-yr term (6 one year, 3 next year); 1 appointed by county, 2 appointed - 1 by each of largest public and separate school boards annually.
Osgoode High School Board	1950	Osgoode	5 trustees, 3 appointed by township for 3-yr term, 2 appointed - 1 by each of largest public and separate school boards annually.
Cumberland High School Board	1952	Cumberland	6 trustees, 3 appointed by township for 3-yr term; 2 appointed,- 1 by each of largest public and separate school boards annually and 1 appointed by Counties of Prescott and Russell annually.

School Boards; it is also planning to construct another school. Two schools are operated by the Royal Ottawa Sanatorium School Board which provides facilities within its own buildings. School inspection services are provided by the Ottawa Public School Board to each of these special boards.

SCHOOLS, CLASSROOMS, TEACHERS AND ENROLMENT

The best measure of any educational system's facilities is its classroom stock - adequacy of number, degree of obsolescence and adaptability to present day need. Within the limits of available information, an assessment of elementary classroom space in the review area is shown on Tables 7-8 and 7-9.

PUBLIC ELEMENTARY CLASSROOMS

Some 67.5% of all public elementary classrooms in the review area have been constructed since 1950 (Table 7-8). The greatest proportion of this new space has been added to the urban system (68.9% or 930 classrooms) while a quarter of it (25.6% or 238 classrooms) has helped to meet the increasing demand in the suburban Township of Gloucester and in particular, in the Township of Nepean. In the latter growing municipalities, 97.5% of the 243 classrooms have been built since the beginning of the last decade compared to 64.2% of the 999 urban classrooms.

In the outer municipalities, evidence of the long established rural school system is reflected in the low proportion of new classroom construction (37.8% or 51 classrooms) that has occurred since 1950. Although Huntley and Goulbourn Townships are the only municipalities that are not a part of the new classroom construction picture, more than half of all classroom space in the Townships of Cumberland, Fitzroy, Huntley, Goulbourn and Marlborough was constructed prior to 1920.

TABLE 7-8. CLASSROOM CLASSIFICATION BY YEAR OF CONSTRUCTION AND USE FOR PUBLIC ELEMENTARY SCHOOLS IN THE REVIEW AREA, 1963.

MUNICIPALITY	CLASSROOMS												School Capacity	% rooms built since 1950
	Total Number	Year of Construction: Pre 1900	1900-1919	1920-1939	1940-1949	1950-1954	1955-1959	Post 1960	Use: Kind.	Stand.	(1) Aux.	(1) Spec.		
Ottawa (2)	964	75	156	72	38	106	321	196	64	698	34	168	27,500	64.6
Eastview	22		8			6	8		2	16	1	3	700	63.6
Rockcliffe Park	13			7	2	3	1		1	9	1	2	350	30.8
Nepean	173		2			27	36	108	13	145	2	13	5,640	98.8
Gloucester	70			4		6	34	26	4	59	1	6	2,280	94.4
Cumberland	15	3	8				2	2		13		2	480	26.7
March	4							4		4			140	100.0
Torbolton	5							5		4		1	160	100.0
Fitzroy	13	5	5			3				13			450	23.1
Huntley	9		5	4						9			305	
Goulbourn	14	8	3	3						14			350	
Richmond (3)	8			6			2			8			240	25.0
Stittsville(4)	15				2	2	2	8		(4) 14		1	455	80.0
Marlborough	6	3	2				1			6			170	16.7
North Gower	15	3	4		6		2			14	1		460	13.3
Osgoode	31	8	5			5	6	7		31			1,070	58.1
- urban	999	75	164	79	40	115	330	196	67	723	36	173	28,550	64.2
% distribution	100.0	7.5	16.4	7.9	4.0	11.5	33.0	19.7	6.7	72.3	3.6	17.3		
-suburban	243		2	4		33	70	134	17	204	3	19	7,920	97.5
% distribution	100.0		0.9	1.6		13.6	28.8	55.1	7.0	84.0	1.2	7.8		
-outer municipalities	135	30	32	13	8	10	15	26		130	1	4	4,280	37.8
% distribution	100.0	22.2	23.7	23.7	5.9	7.4	11.1	19.3		96.3	0.7	3.0		
Total review area	1,377	105	198	96	48	158	415	356	84	1,057	40	196	40,750	67.5
% distribution	100.0	7.6	14.4	7.0	3.5	11.5	30.1	25.9	6.1	76.7	3.1	14.1		

(1) auxiliary classes for slow learners and occupational students, special rooms include special subject (music, etc.) special services (handicapped, etc.) and gymnasia, etc.
(2) this is an estimated classroom age for the City of Ottawa schools, but is considered to be reasonably accurate.
(3) includes 2 substandard basement rooms.
(4) includes 1 classroom rented outside school building proper.

TABLE 7-9. CLASSROOM CLASSIFICATION BY YEAR OF CONSTRUCTION AND USE FOR SEPARATE ELEMENTARY SCHOOLS IN THE REVIEW AREA, 1963.

MUNICIPALITY	CLASSROOMS													% rooms built since 1950
	Total Number	Year of Construction							Use				School Capacity (3)	
		Pre 1900	1900-1919	1920-1939	1940-1949	1950-1954	1955-1959	Post 1960	Kind.	Stand.	(1) Aux.	(1) Special		
Ottawa (2)	834	----------	337	----------		77	298	122	70	632	31	101	25,540	59.6
Eastview	125				20	30	65	10	9	104	5	7	4,245	84.0
Wards 1-3	89				20	14	45	10	6	74	4	5	3,045	77.5
Ward 4	36					16	20		3	30	1	2	1,200	100.0
Nepean	53					4	22	27	7	45	1		1,845	100.0
Gloucester	104		4	4	7	15	38	36	11	91	1	1	3,570	85.6
Cumberland	27	1	2	3	4	1	12	4		26		1	930	63.0
March	2			1		1				2			70	50.0
Fitzroy	3							3		3			105	100.0
Huntley	2				2					2			70	
Richmond	4							4		4			140	100.0
Osgoode	12		4			4	1	3		12			420	58.3
urban	959	----------	357	----------		107	363	132	79	736	36	108	29,785	62.8
% distribution	100.0		37.2			11.2	37.9	13.7	8.2	76.7	3.8	11.3		
suburban	157		4	4	7	19	60	63	18	136	2	1	5,415	90.4
% distribution	100.0		2.5	2.5	4.5	12.1	38.2	40.1	11.5	86.6	1.3	0.6		
outer municipalities	50	1	6	4	6	6	13	14		49		1	1,735	66.0
% distribution	100.0	2.0	12.0	8.0	12.0	12.0	26.0	28.0		98.0		2.0		
Total review area	1,166	----------	389	----------		132	436	209	97	921	38	110	36,935	66.6
% distribution	100.0		33.4			11.3	37.4	17.9	8.3	79.0	3.3	9.4		

(1) auxiliary classrooms for slow learners and occupational students, special rooms include gymnasia, art and music classrooms, etc.
(2) this total excludes 145 grade 9 and 10 classrooms.
(3) capacity estimated by assuming 40 students per kindergarten, 35 students per standard classroom and 20 students per auxiliary classroom.

A wide variance exists in the comparative picture of space utilization in the urban, suburban and outer municipalities' systems. Over three-quarters (76.7%) of all classroom space in the review area is utilized for standard course of study. The remaining proportion represents such additional specialized facilities as are needed to provide a broader and more rounded educational base (kindergartens, music and art rooms, gymnasia and workshops, etc.).

The tables indicate, among other things, that the proportion of standard classrooms increases sharply from the urban to the suburban and outer municipalities where 72.3%, 84.0% and 96.3% respectively of all classrooms are used for standard purposes. The fact that many rural schools consist of one ungraded schoolroom precludes the inclusion of other uses unless full class participation is desired.

SEPARATE ELEMENTARY CLASSROOMS

In the separate elementary school system (Table 7-9), 66.6% of all classroom space in the review area was constructed since the beginning of the last decade. This is only slightly less than the comparable proportion for the public elementary system (67.5%) although in absolute terms, new separate elementary construction (777 classrooms) is considerably less than that in the public elementary system (929 classrooms). In the separate elementary school system, more than three-quarters of this new space was added to the urban system (77.5%) as compared to roughly two-thirds (68.9%) in the public elementary school system.

Conversely, a smaller proportion of new separate elementary classroom space has been added in the suburban townships of Gloucester and Nepean. Whereas these municipalities under the

public school system accounted for over one-quarter (25.6% or 237 classrooms) of new classroom construction, less than one-fifth (18.3% or 142 classrooms) is represented under the separate school system. Unlike the public school system, the preponderance of new suburban separate school construction has occurred in the Township of Gloucester where a greater proportion of residents support the separate school system.

It is of interest to note that whereas the separate school system has been long established in the Township of Gloucester, all classroom space in the Township of Nepean has been constructed since 1950. Almost the opposite is true in the public school system which has provided facilities in the Township of Nepean since early in the century.

Proportionally, new separate classroom space in the two suburban municipalities represents 90.4% of total stock compared to only 62.8% in the urban areas. Comparable public elementary proportions are 97.5% and 64.2% respectively.

New separate classroom space in the outer municipalities represents a greater proportion of total classroom stock (66.0%) than that in the public school system (37.8%). In absolute terms, however, new public elementary space (51 classrooms) exceeds the number of new separate elementary classrooms (33).

Whereas the former system has been long established in the outer municipalities, the separate school is comparatively new to or non-existent in some. It was established in the Townships of Cumberland and Osgoode before 1920, in March and Huntley Townships between 1920 and 1950, and in the Township of Fitzroy and the Village of Richmond since 1960. There are no separate schools in operation in the remaining municipalities although many have a separate school

board and plans for future school construction.

Again, there is almost total utilization of classroom space for standard purposes in the outer municipalities. As in the public school system, there are no kindergartens. While the public school system has one auxiliary and four special classrooms, the separate school system has only one special classroom in a Cumberland Township school.

In the suburban townships, 86.6% of all separate classrooms are standard purpose rooms; this percentage is slightly higher than that found in the public elementary school system (84.0%). Kindergarten classes are the predominant use of the remaining separate school space (11.5%) while special and auxiliary classrooms represent a greater proportion (9.1%) than kindergartens (7.0%) of the remaining public school space.

Of the comparable number of urban classrooms operated by both elementary systems, a greater proportion of kindergarten, standard and auxiliary classrooms are found in the separate school system. The proportion of special subject classrooms is much greater in the public school system although the greatest proportion of other than standard classroom space is represented by this category in both elementary school systems. However, it should be noted that there are few specially designed classrooms within the separate school system. The general policy is to build standard size classrooms which are then adapted to such varying uses as kindergartens, auxiliary and workshop classrooms.

SECONDARY CLASSROOMS

A less comprehensive picture on classroom age and use is available for the secondary schools (Table 7-10). All suburban and outer municipality space has been constructed since 1950, while the proportion in the urban area decreases to 66.7% in the City of

TABLE 7-10. CLASSROOMS BY AGE AND USE FOR THE SECONDARY SCHOOLS IN THE REVIEW AREA, 1963.

MUNICIPALITY	CLASSROOMS							
		Age			Use			
	Total Rooms	Pre 1950	1950-1959	Post 1960	Stand.	Other	School Capacity	% rooms built since 1950
Ottawa	648	297	219	132	560	88	18,340	54.2
Eastview	42	14	----28----		37	5	1,200	66.7
Nepean	36			36	24	12	1,100	100.0
Gloucester	41			41	29	12	1,080	100.0
Outer Municipalities	56			56	41	15	1,455	100.0
Review area	823	311	----512----		691	132	23,175	62.2
% distribution	100.0	37.8	62.2		84.0	16.0		

Source: School Board Secretaries and Inspectors.

Eastview and 54.2% in the City of Ottawa.

The proportion of classrooms used for standard purposes appears to be high (84.0%) but results from the classification of some special purpose rooms (e.g. laboratories, libraries, etc.) as standard "home" classrooms.

Separate secondary classrooms are not included in Table 7-10 although there were 145 such rooms in 1963. The majority of this secondary accommodation was rented from private schools by the Ottawa Separate School Board with only 21 standard and 4 special classrooms coming under direct Board ownership.

TEACHERS

As classrooms are a measure of the adequacy of a system's educational facilities, so the calibre of instructional staff is a basic measure of the system's adequacy of function. Tables 7-11 and 7-12 summarize the qualifications of teaching and supervisory staff in elementary schools by teaching certificates;(1) Table 7-13 compares the annual remuneration received for elementary teaching services.(1)

In 1952, teachers with First Class Certificates (I) were better qualified than those with Second Class Certificates (II). Teachers holding certificates in a special subject were rated somewhere in between the two.

In the urban and suburban municipalities of the review area at that time, 90.2% of the public elementary teachers held special subject or Grade I certificates compared to 63.2% in the separate elementary system. These proportions were much lower in

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(1) teacher members of a religious order were included for purposes of certificate ratings but excluded for purposes of salary tabulation thereby permitting complete comparability.

TABLE 7-11. CLASSIFICATION OF INSTRUCTIONAL STAFF[1] IN ELEMENTARY SCHOOLS OF THE REVIEW AREA, SEPTEMBER 1952.

MUNICIPALITY	CLASS OF CERTIFICATE *										TOTAL STAFF
	I	II	KD KP	PS PM	ART HE	MUS	IAC	AUX	HSA	(2) OTHER	
Public Elementary											
Ottawa	388	17	11	24	12	11	13	25		12[3]	513
Eastview	11	1								1	13
Rockcliffe Park	7			1	1		1				10
Nepean	16	1									17
Gloucester	12	3									15
Outer Municipalities	61	31								2	94
Review area	495	53	11	25	13	11	14	25		15	662
Separate Elementary											
Ottawa	300	130	19	7	8	5	5	6	13	27[4]	520
Eastview	22	26		1						9	58
Wards 1-3	16	20								5	41
Ward 4	6	6		1						4	17
Nepean	1										1
Gloucester	9	21								4	34
Outer Municipalities	8	11								7	26
Review area	340	188	19	8	8	5	5	6	13	47	639
% distribution											
Public - urban & suburban	76.3	3.8	1.9	4.4	2.3	1.9	2.4	4.4		2.6	100.0
Public - outer municipalities	64.9	33.0								2.1	100.0
Separate - urban & suburban	54.7	29.2	3.1	1.3	1.3	0.8	0.8	1.0	2.1	6.6	100.0
Separate - outer municipalities	30.8	42.3								26.9	100.0

Source: Schools and Teachers in the Province of Ontario.

* Abbreviations - I = First Class, II = Second Class, KD = Kindergarten Director, KP = Kindergarten Primary, PS = Primary Specialist, PM = Primary Methods, MUS = Music, IAC = Industrial Arts and Crafts, HE = Household Economics, AUX = Auxiliary, HSA = High School Assistant.

(1) includes principals, supervisors, religious teachers, part-time and all specialized personnel in a Board's employ.
(2) includes those few holding special certificates not otherwise defined such as French, Guidance, etc., but is composed predominantly of those with temporary certificates and Letters of Permission or Standing.
(3) includes 3 teachers holding special subject certificates and 9 holding temporary certificates.
(4) includes 16 teachers holding Letters of Permission, 6 holding Letters of Standing and 5 holding temporary certificates.

TABLE 7-12. QUALIFICATIONS OF INSTRUCTIONAL STAFF (1) IN THE ELEMENTARY SCHOOLS OF THE REVIEW AREA, SEPTEMBER, 1963.

MUNICIPALITY	CLASS OF CERTIFICATE * HELD BY INSTRUCTIONAL STAFF														TOTAL INST. STAFF
	I	II	EST	EST 1	EST 2	EST 3	EST 4	KD KP	PS PM	HE	ART MUSIC	IAC	AUX	(2) OTHER	
Public Schools														(3)	
Ottawa	237	8	112	386	67	18	107	2	2	18	10	23	1	17	1,008
Eastview	4	2	2	6	3	1					1		1	1	21
Rockcliffe Park		1		5	2		6				1				15
Nepean	45	6	49	64	3		12		2		4		3	10	198
Gloucester	24	1	10	21	4	1	9	1	3		3			2	79
Outer Municipalities	50	10	28	45	1						1		1	1	137
Review Area	360	28	201	527	80	20	134	3	7	18	20	23	6	31	1,458
Separate Schools														(4)	
Ottawa	155	218	60	214	33	19	38	2	49	14	16	20	33	162	1,033
Eastview	9	61	11	20	4	1	8		6	1		1	1	10	133
Wards 1-3	8	39	6	15	3	1	5		4				1	7	89
Ward 4	1	22	5	5	1		3		2	1		1		3	44
Nepean	8	3	5	18			3		10				1	8	56
Gloucester	11	53	3	17	3	2	1		7	1	3	1	1	4	107
Outer Municipalities	3	21	2	14	1									7	48
Review Area	186	356	81	283	41	22	50	2	72	16	19	22	36	191	1,377
% distribution															
Public - urban & suburban	23.5	1.4	13.1	36.5	6.0	1.5	10.1	0.2	0.5	1.4	1.4	1.7	0.4	2.3	100.0
Public - outer municipalities	36.5	7.3	20.5	32.3	0.7						0.7		0.7	0.7	100.0
Separate - urban & suburban	13.8	25.2	5.9	20.2	3.0	1.7	3.8	0.2	5.4	1.2	1.4	1.7	2.7	13.8	100.0
Separate - outer municipalities	6.3	43.8	4.2	29.2	1.9									14.6	100.0

Source: Schools and Teachers in the Province of Ontario.

* see footnote bottom of Table 7-11. (1) (2) see footnotes bottom of Table 7-11.

(3) includes 4 teachers holding Letters of Permission and 13 holding Letters of Standing.

(4) includes 71 teachers holding High School Assistant Certificates, 76 holding Letters of Permission and 15 holding Letters of Standing.

TABLE 7-13. COMPARISON OF NUMBER OF TEACHERS AND AVERAGE ANNUAL SALARY PAID BY MUNICIPALITY, SEPTEMBER 1952-SEPTEMBER, 1963.

MUNICIPALITY	September, 1952				September, 1963			
	Public		Separate		Public		Separate	
	Number	Salary $	Number	Salary $	Number	Salary $	Number	Salary $
Elementary Grades								
Ottawa	512	3,135	492	2,085	1003	5,595	948	4,275
Eastview	13	2,670	50	1,835	19	5,475	124	3,825
Wards 1-3			39	1,805			89	3,840
Ward 4			17	1,895			35	3,780
Rockcliffe Park	11	3,640			14	5,760		
Nepean	17	2,380	1	2,000	184	4,530	56	4,100
Gloucester	15	2,300	34	1,950	66	4,610	95	4,180
Cumberland	12	2,220	16	1,880	15	3,735	26	3,510
March	4	1,975	1	2,000	4	3,600	2	3,550
Torbolton	4	2,150			4	3,600		
Fitzroy	15	2,175			13	3,840	2	3,500
Huntley	6	2,115	2	1,850	9	3,565	2	2,950
Goulbourn	14	2,115			14	3,575		
Richmond	4	2,200			7	4,000	4	3,875
Stittsville	Pt. Goulbourn Township in '51				15	4,300		
Marlborough	5	1,960			5	3,460		
North Gower	10	2,130			15	4,085		
Osgoode	20	2,090	7	2,050	31	3,470	12	3,535
Secondary Grades								
Ottawa	222	4,745	inc. in elementary totals		950	7,360	inc. in elementary totals	
Eastview	19	4,075			54	7,420		
Nepean					42	7,140		
Gloucester					30	6,610		
						**		
Outer Municipalities	Pt. elementary schools picture in 1951				62	6,720		

Source: Schools & Teachers in the Province of Ontario.

NOTE: Salaries apply to supervisors and principals but do not include part-time staff; number of teachers do not include supervisors or special personnel.

* in order to achieve comparability, stipends paid to teaching members of religious orders have been excluded.

** average salaries paid in the two high schools range from $6,220. annually at Osgoode High School to $8,700. annually at South Carleton District High School.

the outer municipalities, where only 64.9% of all public elementary teachers and 30.8% of separate elementary teachers were in this category. Teachers lacking proper qualifications[1] were proportionally greater in the separate school system, particularly in the outer municipalities.

A revision of the certificate rating and salary level system was initiated by the Ontario Department of Education in 1960. Basically, the new programme sets up a "level" system whereby teachers, through extra-mural study can improve their academic and professional qualifications, and advance from the standard certificate base (EST)[2] to progressively higher levels (EST 1, 2, 3 and 4). A university degree qualifies a teacher for a Level 4 rating and the opportunity of a principalship.

By 1963, the system was still in transition (Table 7-12). Teachers with Levels 3 and 4 qualifications had already been reclassified from the old First and Second Class rating system. Those still qualified under the old system were to be reclassified to the lower levels (EST, EST 1 and 2).

Teachers with Levels 3 and 4 qualifications were proportionally higher in the public school system (11.6%) than in the separate school system (5.5%). Conversely, a greater proportion of specialized teachers were in the separate school system (12.1%) compared to the public school system (5.3%). This

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(1) temporary certificates are granted qualified non-British subjects whose Canadian or British citizenship is pending. They are also given those proceeding to a basic Elementary School Teachers Certificate through a combination course and in-service training programme. Letters of Permission authorize a Board to employ an unqualified teacher for a one-year period, when no qualified teacher is available. Letters of Standing are usually held by qualified Commonwealth or American teachers until they qualify under Province of Ontario standards.

(2) Standard teachers certificate requirements for an English speaking school are 2 years training for Grade 12 graduates and 1 year's training for Grade 13 graduates at an Ontario Teachers College. Bilingual teachers are trained at the University of Ottawa Teachers College where 1 year's training for a Grade 12 graduate will enable a student to teach. Subject specialization and progress toward a university degree contribute to raising certificate levels; salaries are commensurate with certificate level obtained and teaching experience.

was primarily due to a great number of separate school staff with auxiliary, primary methods and primary specialist certificates. Teachers with fewer qualifications were still proportionally higher in the separate school system as in 1952.

SALARIES

The demand for well qualified personnel in any professional field is increasingly competitive. Under such conditions, the well-trained individual, unlike those less qualified, is able to be selective. In a society where few people can afford the luxury of complete altruism, it must be assumed that the rate of present and probable future remuneration will be considered by teachers as well as other professional people, and that a school system offering higher salaries will generally attract better qualified teachers.

In the public elementary system in 1952, the average teacher's salary in the City of Ottawa schools was $3,135. This was nearly $1,000. more than that paid in the outer municipalities' schools ($2,100.). It was about $800. more than the average salary in Gloucester and Nepean Townships, indicating the more rural nature of these townships at that time. Within the urban area itself, the average teacher's salary varied from $2,670. in the City of Eastview to $3,640. in the Village of Rockcliffe Park. The latter figure was the highest average annual salary in the review area with the lowest being paid in Marlborough Township ($1,960.).

By 1963, the average public school teacher's salary had increased by approximately $1,400. - $1,600. in all the outer municipalities but North Gower ($1,900. increase) and the Village of Richmond ($1,800. increase). In the urban areas, the average salary in the City of Ottawa had increased by over $2,400. to $5,595. and the average salary in the City of Eastview ($5,475.)

had more than doubled; the Village of Rockcliffe Park was still paying the highest average annual salary in the review area ($5,760.). Salaries in Gloucester and Nepean Townships ($4,610. and $4,530. respectively) although still $1,000. under the City of Ottawa average were almost double those paid in 1952, reflecting the increasing urban development of these municipalities.

The range among average teachers' salaries in the urban, suburban and outer municipalities' separate schools was narrow in 1952.(1) The City of Eastview's average ($1,835.) was about $200. below that of the City of Ottawa ($2,085.) and the Townships of Gloucester and Nepean ($1,950. and $2,000. respectively). In the outer municipalities, averages ranged from $1,850. to $2,050. depending on staff qualifications.

By 1963 average separate school teachers' salaries had more than doubled in each of the urban and suburban municipalities. The average in the City of Ottawa was highest ($4,275.) with the averages in the suburban townships of Gloucester and Nepean only slightly lower ($4,180. and $4,100. respectively). The average teacher's salary in the City of Eastview ($3,825.) was roughly $400. less than the City of Ottawa average but nearly $300. more than the average in the outer municipalities. The lowest average salary paid was by the Township of Huntley ($2,950.).

In comparison, the average public school salary exceeded that of the separate schools in every municipality but March Township in 1952. By 1963, Osgoode Township was the only exception. In the interval, the relative gap between the two systems had narrowed,(2) but the absolute gap had widened. The average

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(1) teacher members of religious orders were excluded for complete comparability.
(2) in the City of Ottawa, the average 1952 separate school salary represented 66.5% of the average public school salary; by 1963, this ratio had increased to 76.4%. Comparable ratios in the City of Eastview for 1952 and 1963 were 68.7% and 69.9% respectively.

separate school salary in the City of Ottawa which was roughly $1,000. less than the public school salary in 1952, was about $1,300. lower in 1963. Average salary differences during the same period had increased from $800. to $1,600. in the City of Eastview and from $300. to $400. in both Gloucester and Nepean Townships. Within the outer municipalities, average 1963 salaries paid by the two systems were less dissimilar; public school salaries either approximated those of the separate elementary system (March Township), were $100. lower (Osgoode Township) or exceeded them by $100. to $300. (Cumberland and Fitzroy Townships, Village of Richmond) or $600. (Huntley Township).

Part of the explanation for such differences can be found in the salary range of the two systems. At present, the Ottawa Separate School Board's minimum salary is $3,100. running to a maximum of $6,100. with increments for principals, supervisors and teachers of special subjects. Comparable levels for the Ottawa Public School Board are $3,200. minimum and $8,200. maximum with increments for specialized and supervisory staff.

Higher qualifications and salary levels do not, of course, guarantee better teachers; the importance of an interested, skilled and enthusiastic teacher cannot be overlooked as a measure of staff capability and effectiveness. Teachers who can transmit to students their own knowledge of and enthusiasm for a subject by means of skilled presentation are valuable; such qualities are not necessarily correlated with higher certificates and salaries, and there are undoubtedly many excellent teachers who lack proper qualifications and receive modest pay. On the whole, however, it must be assumed, that other things being equal, higher salaries and qualifications will in general attract better teachers.

ELEMENTARY ENROLMENT

Since 1951, a decreasing proportion of urban elementary students have been enrolled in the public school system. Table 7-14. This proportion which represented well over half of such students in 1951 (53.3%) decreased to 53.2% in 1961 and further to 51.2% in 1963.(1) This is further illustrated by the marked increase in total separate school enrolment (95.0%) between 1951 and 1963 compared to 79.2% increase in the public school system.

TABLE 7-14. PROPORTIONATE DISTRIBUTION OF SCHOOL ENROLMENT IN THE REVIEW AREA, 1951 and 1963.

	1951		1963		1951-1963
	Number	%	Number	%	% change
Elementary					
Urban enrolment					
- public	15,547	53.3	27,865	51.2	79.2
- separate (*)	13,629	46.7	26,582	48.8	95.0
Total urban	29,176	100.0	54,447	100.0	86.6
Secondary					
Urban enrolment	7,034	95.8	21,610	88.7	207.2
- public	6,057	82.5	18,395	75.5	203.7
- separate	977	13.3	3,215	13.2	229.1
Suburban			1,394	5.7	
Outer Municipalities	307	4.2	1,302	5.6	324.1
Total Review Area	7,341	100.0	24,366	100.0	231.9

* it is understood that urban separate school enrolment is divided almost equally between English speaking and Bilingual schools.

The increase in auxiliary enrolment as an integral part of each system is worth noting (Table 7-15). In 1951, there were 377 children enrolled in these special classes, 325 within the public school system. This number had increased to 897 by 1961 and

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(1) these proportions are calculated inclusive of the Crown schools (Table 7-15) but exclusive of grades 9 and 10 in the separate school system which are discussed in the section on secondary enrolment.

TABLE 7-15. ELEMENTARY SCHOOL ENROLMENT IN THE URBAN MUNICIPALITIES OF THE REVIEW AREA, 1951, 1961 and 1963.

MUNICIPALITY	Year	Total Pupils	ENROLMENT BY GRADES											
			K(1)	KP(1)	1	2	3	4	5	6	7	8	9-10	Aux
Public Elementary														
Ottawa	1951	15,014	840	2,079	1,895	1,896	2,281		1,759	1,443	1,285	1,211		325
	1961	24,551	366	2,702	3,082	2,828	2,654	1,863	2,593	2,648	2,657	2,619		539
	1963	25,074	375	2,777	3,154	2,835	2,710	1,988	2,638	2,724	2,583	2,645		645
Eastview	1951	270			40	42	27	29	37	31	34	40		
	1961	558		75	58	49	70	57	53	68	49	64		15
	1963	501		71	54	49	46	58	43	43	50	52		35
Rockcliffe Park	1951	263	24	15	35	30	34	13	39	31	21	21		
	1961	327	29	15	27	22	45	29	39	38	26	46		11
	1963	306	23	23	26	24	31	15	34	47	48	27		8
Separate Elementary														
Ottawa (2)	1951	12,524		465	1,774	1,561	1,601	857	1,470	1,343	1,268	1,156	977	52
	1961	22,826		2,263	2,733	2,549	2,230	2,098	2,004	2,012	1,972	1,782	2,896	287
	1963	26,310		2,616	2,909	2,704	2,606	2,418	2,532	2,248	2,313	2,352	3,215	397
Eastview	1951	2,082		48	352	322	325	281	255	206	139	154		
	1961	3,343		421	437	418	388	346	392	308	328	276		45
	1963	3,487		398	464	452	377	391	359	336	354	279		77
Wards 1-3	1951	1,456			268	234	237	203	170	120	103	121		
	1961	2,380		298	309	308	282	263	275	227	242	176		16
	1963	2,469		290	329	320	260	290	241	255	244	180		60
Ward 4	1951	626		48	84	88	88	78	85	86	36	33		
	1961	963		123	128	110	106	83	117	81	86	100		29
	1963	1,018		108	135	132	117	101	118	81	110	99		17
Public Elementary (3) (Crown)														
R.C.A.F. Rockcliffe	1961	1,037	108		113	153	118	111	128	103	95	108		
	1963	982	87		120	109	113	119	108	119	102	93		12
R.C.A.F. Uplands	1961	473	41		55	62	62	44	69	46	46	55		
	1963	1,002	153		144	109	109	95	89	78	76	65		15

Source: School Board Secretaries and School Inspectors.

(1) Kindergarten and Kindergarten Primary students are recorded as classified by informants.
(2) includes enrolment at St. Roch Separate School, R.C.A.F. Rockcliffe which was closed in 1952.
(3) both Crown schools were opened in 1952. Students from these stations were attending City of Ottawa schools in 1951.

further to 1,189 by 1963 when the greatest proportion (60.1%) were still enrolled in the public school system. All urban municipalities have made some provision for these special students. The greatest increase occurred within the Ottawa Separate School system where auxiliary enrolment in 1963 was six times greater than in 1951, although still representing less than two-thirds (61.6%) the auxiliary enrolment in the public schools.

A complete and current breakdown of elementary enrolment by grade for all the municipalities in the review area can be found in Tables 7-17 and 7-18.

SECONDARY ENROLMENT

The greatest increase in school enrolment over the twelve-year period occurred in the secondary school system (231.9%) Table 7-16. In 1951, facilities for secondary school education were limited to six public high schools (424 classrooms) and 43 separate grade 9 and 10 classrooms [1] in the City of Ottawa, one 14-room school in Eastview and eight continuation schools (about 18 classrooms) in the remainder of the review area. Arrangements had been made for students from Fitzroy and Torbolton Townships to attend Arnprior District High School.

By 1963, secondary educational facilities had increased to thirteen public high schools (648 classrooms) and 145 separate grade 9 and 10 classrooms in the City of Ottawa, one 42-room school in the City of Eastview, two schools in the suburban townships of Gloucester and Nepean (41 and 36 rooms respectively), and two schools

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(1) these secondary classrooms are administered by the Ottawa Separate School Board and consist primarily of space rented from private schools. In 1963, the Board owned and operated one secondary school, University High School, for grade 9 and 10.

TABLE 7-16. SECONDARY SCHOOL ENROLMENT BY GRADES AND BY TYPE OF COURSE, SEPTEMBER, 1951, AND SEPTEMBER, 1963.

MUNICIPALITY	Total no. of students	ENROLMENT By Grade 9	10	11	12	13	Other	By Course A & S	B & C	ST&T	Occ.	Other	No. of Full-time Teachers	
September, 1951														
Ottawa High Schools	5,653	656	679	584	473	474	(1) 2,787	2,866	1,125	1,249	413		247	
Eastview High School	404	167	118	63	47	9		404					19	
County Continuation Schools	307	113	82	55	41	16		307					18	
Total review area	6,364	936	879	702	561	499	(1) 2,787	3,577	1,125	1,249	413		259	
% distribution	100.0							56.2	17.7	19.6	6.5			
September, 1963														
Ottawa High Schools	17,228	4,208	3,828	3,571	3,278	1,658	685	10,294	3,263	2,986	398	287	768	
Eastview High School	1,167	313	339	256	139	46	74	480	360	253	74		54	96
Gloucester High School	577	269	177	105			26	245	158	148	25	1	30	
Nepean (Bell High School)	817	239	255	204	105		14	547	134	122	14		42	
Carleton County														
- Osgoode High School	387	120	109	67	59	32		347	40				16	
- South Carleton District High School	915	271	236	161	144	50	53	493	198	171	53		46	
Total review area	21,091	5,420	4,944	4,364	3,725	1,786	852	12,406	4,153	3,680	564	288	956	
% distribution	100.0							58.8	19.7	17.4	2.7	1.4		
% change 1951-1963	231.4	479.1	462.5	521.7	564.0	257.9		246.8	269.2	194.6	106.3		269.1	

Source: Annual Report of the Minister of Education.

(1) Commercial and Technical Enrolment.

Abbreviations : A & S = Arts and Science, B & C = Business and Commerce, S T & T = Science, Technology and Trades, Occ. = Occupational.

Note - This table excludes enrolment in Grades 9 and 10 under the Ottawa Separate School Board.

TABLE 7-17. PUBLIC ELEMENTARY ENROLMENT BY GRADE AND MUNICIPALITY IN THE REVIEW AREA, SEPTEMBER, 1963.

MUNICIPALITY	Total Pupils	ENROLMENT BY GRADES											
		K(1)	KP(2)	1	2	3	4	5	6	7	8	9-10	Aux.
Ottawa	25,074	375	2,777	3,154	2,835	2,710	1,988	2,638	2,724	2,583	2,645		645
Eastview	501		71	54	49	46	58	43	43	50	52		35
Rockcliffe Park	306	23	23	26	24	31	15	34	47	48	27		8
Nepean	5,127	687		706	654	622	517	496	517	432	463		33
Gloucester	1,952	186		277	231	237	193	219	206	205	178		20
Cumberland	431			58	70	54	56	49	53	48	43		
March	116			18	15	15	14	15	12	14	13		
Torbolton	123			17	18	11	16	14	11	18	18		
Fitzroy	334			48	36	36	45	46	41	32	50		
Huntley	259			47	24	27	32	29	38	30	32		
Goulbourn	301			46	47	29	40	40	34	30	35		
Richmond	222			31	30	25	25	19	34	24	34		
Stittsville	453			70	56	65	62	53	38	53	56		
Marlborough	110			17	10	17	10	19	13	9	15		
North Gower	424			55	41	73	48	50	58	45	41		13
Osgoode	808			127	101	107	92	105	82	100	94		
Total review area	36,541	1,271	2,871	4,751	4,241	4,105	3,211	3,869	3,951	3,721	3,796		754

(1) Kindergarten
(2) Kindergarten Primary

TABLE 7-18. SEPARATE ELEMENTARY ENROLMENT BY GRADE AND MUNICIPALITY IN THE REVIEW AREA, SEPTEMBER, 1963.

MUNICIPALITY	Total Pupils	ENROLMENT BY GRADES											
		K(1)	KP(2)	1	2	3	4	5	6	7	8	9-10	Aux.
Ottawa	26,310		2,616	2,909	2,704	2,606	2,418	2,532	2,248	2,313	2,352	3,215	397
Eastview	3,487		398	464	452	377	391	359	336	354	279		77
Wards 1-3	2,469		290	329	320	260	290	241	255	244	180		60
Ward 4	1,018		108	135	132	117	101	118	81	110	99		17
Rockcliffe Park													
Nepean	1,695		236	243	245	213	194	179	132	133	110		10
Gloucester	2,744		280	416	358	330	327	300	267	226	210	14	16
Cumberland	720			110	112	105	86	82	78	73	59	15	
March	62			11	14	5	10	5	5	11	1		
Torbolton													
Fitzroy	61			9	11	7	6	10	4	4	10		
Huntley	54			6	7	4	12	8	5	2	10		
Goulbourn													
Richmond	128			16	28	19	20	13	14	10	8		
Stittsville													
Marlborough													
North Gower													
Osgoode	360			52	58	59	47	46	44	29	25		
Total review area	35,621		3,530	4,236	3,989	3,725	3,511	3,534	3,133	3,155	3,064	3,244	500

(1) Kindergarten.
)2) Kindergarten Primary.

(56 rooms in total) serving the outer municipalities of Carleton County. (1)

The accompanying increase in secondary enrolment resulting from this expansion programme was proportionally greater in the suburban and outer municipalities (324.1%) than in the urban areas (207.2%). Similarly, within the urban areas, the increase in separate secondary enrolment (229.1%) was greater than that of public secondary enrolment.

In relative terms, the urban area and its components represented a decreasing proportion of total secondary enrolment in the review area between 1951 and 1963 (95.8% to 88.7% respectively) although in absolute terms, this area was by far the greatest provider of secondary school facilities.

Table 7-16 (2) illustrates the broadening scope of secondary education through the introduction of the composite school. This is reflected in the increased enrolment of occupational or special students between 1951 and 1963 (106.3%) and the impressive growth in commercial and technical enrolment (269.2% and 194.6% respectively). The dramatic increase in academic enrolment (246.8%) illustrates the continuing and growing interest in this basic course which represented 58.8% of all secondary enrolment in 1963 as compared to 56.2% in 1951.

SCHOOL ENROLMENT AND CAPACITY

ELEMENTARY SCHOOLS

A comparison of total elementary school enrolment (Tables 7-17 and 7-18) and capacity (Tables 7-8 and 7-9) for

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(1) these schools serve all the outer municipalities except Huntley Township attached to the East Lanark High School District, Fitzroy and Torbolton Townships attached to the Arnprior High School District and Cumberland Township whose students are mainly educated in the City of Ottawa secondary schools.

(2) this table excludes enrolment in grades 9 and 10 under the Ottawa Separate School Board.

September, 1963 indicates an excess capacity for 8,738 students. The following summary shows the distribution of this space throughout the review area.

MUNICIPALITY	PUBLIC (1)			SEPARATE (2)		
	Capacity	Enrolment	Excess	Capacity	Enrolment	Excess
Ottawa	27,500	25,074	2,426	25,540 (3)	23,095	2,445
Eastview	700	501	199	4,245	3,487	758
Rockcliffe Park	350	306	44			
Urban	28,550	25,881	2,669	29,785	26,582	3,203
Suburban	7,920	7,079	841	5,415	4,439	976
Outer Municipalities	4,280	3,581	699	1,735	1,385	350
Review Area	40,750	36,541	4,209	36,935	32,406	4,529

(1) excludes schools on Crown property.
(2) excludes grades 9 and 10.
(3) estimated - see footnote 3, Table 7-9.

Capacity figures indicate the maximum number of students that could be accommodated, if necessary, assuming that students live in an area where classroom space is available. Frequently however, this is not the case. Some growing areas will produce an excessive school load which is not met by adequate space and results in temporarily overcrowded classrooms (i.e. more than 35 pupils per classroom(1)). In other older areas, a changing school age population can result in diminishing school load and a lower pupils per classroom ratio. Also, in many older schools classrooms were designed for fewer than 35 students. Further, classroom load in a graded school system is dependent on pupil age and progress which can

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(1) in some Ontario school systems, there has been a tendency in recent years toward a reduction in average pupils per classroom. In time, it is possible that a ratio below 35 will become generally accepted as the norm.

result in a varying average ratio from grade classroom to grade classroom within one school.

The portion of this 8,738 excess student capacity actually located in areas of student increase is not known. Undoubtedly, a portion is represented by new classroom space in the process of being absorbed and by older space in areas of decreasing need. However, it does offer a comparable picture of the upper limit of elementary accommodation within the review area and can be useful as a base of further study on actual excess capacity by the individual systems.

SECONDARY SCHOOLS

Secondary school capacity (Table 7-10) and enrolment (Table 7-16) in September, 1963, indicates additional space for 2,084 students, (exclusive of grades 9 and 10 under the separate school system). A picture of the distribution of this space within the review area is shown below.

MUNICIPALITY	Capacity	Enrolment	Excess
Urban	19,540	18,395	1,145
Ottawa	18,340	17,228	1,112
Eastview	1,200 (1)	1,167	33
Suburban	2,180	1,394	786
Outer Municipalities	1,455	1,302	153
Review area	23,175	21,091	2,084

(1) estimated

The greatest absolute excess capacity is found in the City of Ottawa system (1,112 students) while that in the suburban townships of Nepean and Gloucester was proportionally greater (786 students) than in any other area. This reflects new school construction in both areas, particularly in the suburban townships, where Bell and Gloucester High Schools were opened in 1962 and 1963 respectively. Four new schools were added to the urban system

between 1960 and 1963 and were in the process of reaching capacity enrolment.

NEW CONSTRUCTION

ELEMENTARY SCHOOLS

The following covers some of the new facilities that have been added to and proposed for the urban elementary school systems since September, 1963:

Ottawa Public Schools	- construction of Easson Public School - additions to Kent Street, Agincourt and Woodroffe Public Schools - proposed Centennial Public School - proposed Regina Public School - proposed addition to Arch Street Public School - proposed new Borden Street Public School - proposed addition to Heron Park Public School
Ottawa Separate Schools	- new Canterbury Street Separate School - proposed Thorndale Separate School - use of 18 portables at St. Leonards, Holy Cross, St. Bonaventure, St. Pius X, Jeanne Mance, St. Paul, St. Joan of Arc, Sacred Heart Convent - proposed St. Remi, St. Paul and Virgina Drive Separate Schools - proposed additions to St. Bonaventure, St. Daniel, Holy Cross, St. Elizabeth, St. Pius X.
Eastview Separate Schools	- addition to Wards 1-3 schools.

It is understood that consideration is being given to the expansion of Ward 4 Eastview separate school facilities.

SECONDARY SCHOOLS

Increased demand for secondary school space has resulted in the following expansions or proposed expansions of these facilities since September, 1963:

City of Ottawa Public Secondary	- addition to Fisher Park High School - expansion of Ottawa Technical High School - use of portable classroom at Hillcrest High School - proposed composite schools on Pinecrest and Carson Roads - proposed Preston Street High School of Commerce - proposed expansion of Lisgar Collegiate.

Separate Secondary	- new Notre Dame du Bon Conseil Jr. High School - new Pontiac Jr. High School - new Heron Road Jr. High School - proposed Terminal Trades School - proposed St. Patricks Jr. High School
Nepean Township	- new Merivale High School - proposed additions to Bell and Merivale High Schools.
Gloucester Township	- considering construction of new High School
Outer Municipalities	- proposed addition to South Carleton District High School.

PUPILS PER CLASSROOM AND PER TEACHER

The addition of new schools and teachers, the steady increase in enrolment and the changing courses of study have been accompanied by a general decrease in the number of elementary pupils per classroom and per teacher between 1951 and 1963. (Table 7-19). This applies to both public and separate school systems with only two exceptions. The Rockcliffe Park Public School pupils per classroom ratio increased from 26.3 to 27.8 although the pupil-teacher ratio decreased from 26.3 to 23.5. In the Ottawa Separate Schools, the pupils per classroom ratio decreased (31.9 to 31.5) as in most other areas, while the pupil-teacher ratio increased from 25.4 to 27.3 during the same period.

In general, the inclusion of auxiliary classrooms will tend to lower the pupil-classroom ratio as they support an average of only 20 pupils per classroom. This is particularly true of the Ottawa Public School system where some 46 classrooms can be classified for auxiliary or special service purposes (deaf, sight saving, etc.). It has been assumed that this fact along with differing interpretations of classroom use have resulted in the variance of this ratio between municipalities and systems thus making a comparative study of this ratio less meaningful.

A more comprehensive picture emerges from the pupils per teacher averages. The greatest average decrease in the urban public system between 1951 and 1963 occurred in the Eastview Public

School (33.8 to 26.4) while smaller average decreases were experienced by the City of Ottawa (30.8 to 25.0) and Rockcliffe Park public schools (26.3 to 23.5).

In the separate school system, the average pupil-teacher ratio decrease in Eastview separate schools (37.9 to 28.1) represented the most impressive decrease in all the urban elementary systems; the Ottawa separate schools registered the only ratio increase during this period (25.4 to 27.3). In 1963, the suburban and outer municipalities' ratio of pupils per teacher were generally higher than those found in the urban elementary systems.

SECONDARY SCHOOLS

The comparative ratio picture for secondary schools between 1951 and 1963 indicates an increase in pupils per teacher in the Eastview and outer municipalities' schools (21.3 to 21.6 and 17.1 to 21.0 respectively). The sharp increase in Ottawa staff from 0.98 to 1.70 teachers per classroom is matched by the average decrease in the pupil-teacher ratio in the Ottawa secondary system during the same period (22.9 to 18.1).

Although not included in Table 7-19, comparable ratios for the separate secondary school system (1) increased from 26.4 to 27.5 pupils per teacher between 1951 and 1963, representing the highest secondary average in the review area for both years.

AVERAGE SIZE OF SCHOOL

The average unit size of school has increased between 1951 and 1963 as well as the ratio of other classrooms to total classrooms. This increase has been experienced by all school

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(1) Grades 9 and 10.

TABLE 7-19. AVERAGE NUMBER OF PUPILS PER CLASSROOM AND PER TEACHER, AVERAGE NUMBER OF ROOMS PER SCHOOL AND SPECIAL ROOMS AS A PERCENT OF TOTAL ROOMS IN THE REVIEW AREA, 1951 and 1963.

MUNICIPALITY	TOTAL NUMBER (1)						RATIO OF			
		Rooms					Pupils per		Other Rooms to Total	Rooms per School
	Schools (3)	Total	Class-room	Other (2)	Pupils	Tea-chers	Class-room	Teacher		
September, 1951										
Public Elementary										
Ottawa	36	489	469	20	15,014	487	32.0	30.8	4.1	13.6
Eastview	1	8	8		270	8	33.8	33.8		8.0
Rockcliffe Park	1	10	10		263	10	26.3	26.3		10.0
Separate (4) Elementary										
Ottawa	48	381	362	19	11,547	455	31.9	25.4	5.0	7.9
Eastview	4	52	52		2,082	55	40.0	37.9		13.0
Wards 1-5(1-3)	3	36	36		1,456	39	40.4	37.3		12.0
Ward 6(4)	1	16	16		626	16	39.1	39.1		16.0
Secondary										
Ottawa	6	297	250	47	5,653	247	22.6	22.9	15.8	49.5
Eastview	1	14	NA	NA	404	19	NA	21.3	NA	14.0
Outer Municipalities	7	18	18		307	18	17.1	17.1		2.6
September, 1963										
Public Elementary										
Ottawa	52	964	922	42	25,074	1003	27.2	25.0	4.4	18.5
Eastview	2	22	19	3	501	19	26.4	26.4	13.6	11.0
Rockcliffe Park	1	13	11	2	306	13	27.8	23.5	15.4	13.0
Nepean	12	173	160	13	5,127	184	32.0	27.9	7.5	14.4
Gloucester	9	70	64	5	1,952	66	30.5	29.6	7.1	7.8
Outer Municipalities	62	135	131	4	3,581	132	27.3	27.1	3.0	2.2
Separate (4) Elementary										
Ottawa	71	834	733	101	23,095	845	31.5	27.3	12.1	11.7
Eastview	7	111	118	3	3,487	124	29.6	28.1	2.7	15.9
Wards 1-3	5	85	84	1	2,469	89	29.4	27.7	1.2	17.0
Ward 4	2	36	34	2	1,018	35	29.9	29.1	5.6	18.0
Nepean	8	53	53		1,695	56	32.0	30.3		6.6
Gloucester	15	104	103	1	2,744	95	26.6	28.9	1.0	6.9
Outer Municipalities	24	50	49	1	1,385	49	28.3	28.3	0.2	2.1
Secondary										
Ottawa	13	648	560	88	17,228	950	30.8	18.1	13.6	49.8
Eastview	1	42	37	5	1,167	54	31.5	21.6	11.9	42.0
Nepean	1	36	24	12	817	42	34.0	19.5	27.8	36.0
Gloucester	1	41	29	12	577	30	19.9	19.2	21.9	41.0
Outer Municipalities	2	56	41	15	1,302	62	21.0	21.0	26.8	28.0

NA = not available
(1) as reported by Secretaries of School Boards and School Inspectors.
(2) other rooms include special rooms for music, art, etc. as well as gymnasia and auditoriums. Kindergartens and auxiliary rooms are included in the classroom total as they are directly related to enrolment.
(3) information for rural elementary school boards not available in 1951.
(4) does not include grades 9 and 10.

systems with the exception of the City of Ottawa Secondary schools where the proportion of special rooms for standard "home" classrooms would explain this decrease.

The use of special classrooms and the general breadth and scope of the courses of study offered by the Ottawa and district systems is shown in a general summary of classroom units as reported by some of the school boards (Table 7-20).

ADDITIONAL SCHOOL FACILITIES

Reference should be made to some other schools presently operating in the Ottawa area. One of these, the Eastern Ontario Institute of Technology, offers advanced courses of study to some 750 grade 12 graduates. Another, the Ontario Vocational Centre, will have maximum facilities for 800 to 900 students with Grade 10 to 12 education. Both of these new institutions provide for trade and technical training and will supplement those facilities presently offered by the secondary school system. Costs for both schools are shared by the Federal and Provincial governments on a 75% and 25% basis respectively.

The Ottawa Vocational School, administered by the Ottawa Collegiate Institute Board under the Federal-Provincial Canadian Vocational Training Programme, has been in operation for two years. This school offers a second chance to unsuccessfully employed persons over 18 years of age who have completed Grade 8.

In addition to the school facilities covered above, there are many commercial and business colleges and private schools in the City of Ottawa. In the latter category are many schools under the auspices of religious orders which rent available space to the Ottawa Separate School Board for secondary classrooms.

TABLE 7-20. SPECIAL CLASSROOMS IN SOME OF THE ELEMENTARY AND SECONDARY SCHOOL SYSTEMS IN THE REVIEW AREA, 1964.

ELEMENTARY SCHOOLS

OTTAWA PUBLIC SCHOOL BOARD	OTTAWA SEPARATE SCHOOL BOARD	EASTVIEW PUBLIC SCHOOL BOARD	EASTVIEW SEPARATE SCHOOL BOARD (Wards 1-3)
15 Jr. Opportunity	14 Jr. Opportunity	1 Art Room	1 Gymnasium
19 Sr. Opportunity	16 Sr. Opportunity	1 Gymnasium	1 Auxiliary
3 Hard of Hearing	2 Hard of Hearing	1 Workshop	3 Special
4 Orthopaedic	16 Industrial Arts	2 Kindergartens	6 Kindergartens
2 Emotionally disturbed	6 Workshops	1 Auxiliary	74 Standard
2 Multiple Handicap	18 Home Economics	16 Standard	
1 Sight saving	1 Sight Saving		
28 Gifted students	0 Gymnasia		
42 Gymnasia	69 Kindergartens		
64 Kindergartens	743 Standard		
86 Special subject (industrial arts, home economics, etc.)			
698 Standard			

SECONDARY SCHOOLS

OTTAWA COLLEGIATE INSTITUTE BOARD (1)	SOUTH CARLETON DISTRICT HIGH SCHOOL BOARD	OSGOODE HIGH SCHOOL BOARD
16 Gymnasia (double)	1 Gymnasium (double)	1 Typing
96 Shoprooms	6 Shoprooms	1 Commercial
15 Music Rooms	1 Music Room	13 Standard
30 Home Economics	2 Home Economics	
0 Laboratories	5 Laboratories	
15 Libraries	1 Library	
618 Standard	26 Standard	

(1) includes Gloucester and Bell High School facilities.

Nearly 1,200 students (excluding the secondary separate school students mentioned above) were enrolled in these private schools during 1963; the number attending commercial and business colleges is unknown.

FUTURE PROSPECTS

It is not proposed, in this report, to estimate future classroom need; only brief mention has been made as to the future school load that can be expected. Predictions of this nature would require a far more detailed analysis than is possible at this time. Analysis of future school requirements will be a matter of concern in the final report.

However, it is felt that the future inclusion of Junior High Schools within the Ottawa educational system should be mentioned as a possibility. These schools, as operated in other municipalities, bridge the transition between primary and secondary schools by combining two or three of the grades 7 to 10 into one operating unit.

To date, there are no such schools in the review area although those presently being built by the Ottawa Separate School Board for grades 9 and 10 most closely approximate the Junior High School in this area.

It is possible that there will be a demand for such schools here in the future as well as the need for a central junior vocational school. The latter has been considered by the Ottawa Collegiate Institute Board as an alternate means of educating occupational students presently accommodated within the existing school system. A terminal trades school(1) has also been proposed by the Ottawa Separate School Board for construction at an early date.

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(1) This school is proposed to assist students in preparing for advanced courses of study at the Ottawa Technical School. It is hoped to build two such schools eventually, one for English speaking and one for Bilingual students.

SCHOOL EXPENDITURES AND FINANCE

MUNICIPAL CORPORATE EXPENDITURE[1]

So far, this chapter has dealt with the operation of educational systems in the review area, the facilities and services available to students and the instructional staff which is responsible for programme implementation. This section will discuss the cost of these services in terms of municipal corporate and school board expenditures.

Education is financed in two basic ways, by Provincial government grants paid directly to the individual school boards and by a portion of municipal tax revenue obtained from a levy upon real property in each municipality.

This portion of the tax levy is imposed and collected by a municipal council at the request of that municipality's school boards and provides tax revenue estimated by the boards as required to meet school expenditures not covered by their Provincial government grants.

The sum collected by a municipality and paid to the school boards out of tax revenue thus represents a municipal corporate expenditure. Since tax revenue in the review area covered only 71% of municipal corporate expenditure in 1951 and 65% in 1963, taxes collected for educational purposes represent a greater proportion of total tax revenue than of total expenditure.

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(1) Municipal corporate expenditures represent all monies spent by a municipal corporation on its administration, fire, police, health, welfare and education services and on public works and other community programmes. Expenditures are made from total revenue received by a municipality from such sources as Provincial and Federal grants, taxation of real property within a municipality and licenses, fees, fines and rents. Where a board or commission receives additional revenue (from grants, sale of services, etc.) which does not pass through the books of the municipal corporation, expenditures made from such additional revenue are in addition to total municipal corporate expenditures.

In the review area, municipal corporate expenditure on education represents a greater proportion of total municipal corporate expenditure today (33.7%) than in 1951 (25.2%) having increased by 8.5 percentage points over the thirteen-year period (Table 7-21). The greatest increase occurred in the suburban townships (8.1 percentage points) and urban municipalities (7.9 percentage points) while the outer municipalities' proportion of expenditure increased by only 1.9 percentage points.

Ten municipalities within the review area showed increases ranging from 0.8 percentage points in Eastview to 17.3 percentage points in Nepean Township. There was a proportionate decrease in seven municipalities during the same period ranging from -2.5 percentage points in Cumberland Township to -12.6 percentage points in Huntley Township. All municipalities within the review area experienced an absolute increase in educational expenditures between 1951 and 1963 however.

By 1963, education expenditures represented more than half the total municipal corporate expenditures in Stittsville Village (62.4%) and Nepean Township (51.2%) but less than one-quarter in Cumberland, Fitzroy, Huntley and Marlborough Townships (23.0% to 24.4%). Proportions in the remaining municipalities ranged from 30.7% in Rockcliffe Park Village to 49.1% in North Gower Township. Although the 1951-1963 increase (8.0 percentage points) and the 1963 proportion of municipal corporate expenditure for educational purposes (32.3%) were relatively moderate in the City of Ottawa, this municipality still spends five times more money for education than all other review area municipalities put together.

By 1963, over half (50.7%) of all tax revenue collected in the review area went toward school expenditure compared to slightly more than one-third (35.6%) in 1951. This represents an increase of 15.1 percentage points.

TABLE 7-21. MUNICIPAL CORPORATE EXPENDITURF ON EDUCATION AS A PERCENT OF TOTAL MUNICIPAL CORPORATE EXPENDITURE AND MUNICIPAL TAX LEVY FOR EDUCATION AS A PERCENT OF TOTAL MUNICIPAL TAX LEVY, 1951 and 1963.

MUNICIPALITY	% OF TOTAL MUNICIPAL EXPENDITURE			% OF TOTAL MUNICIPAL TAX LEVY		
	1951	1963	51-63 change	1951	1963	51-63 change
Urban	24.6	32.5	7.9	34.9	49.0	14.1
Ottawa	24.3	32.3	8.0	34.6	49.2	14.6
Eastview	33.9	34.7	0.8	47.2	46.0	-1.2
Rockcliffe Park	23.3	30.7	7.4	30.2	44.5	14.3
Suburban	38.4	46.5	8.1	50.5	64.0	13.5
Nepean	33.7	51.2	17.5	49.5	64.8	15.3
Gloucester	42.3	38.2	-4.1	51.2	62.1	10.9
Outer Municipalities	31.6	33.5	1.9	42.3	55.0	12.7
Cumberland	26.7	24.2	-2.5	33.8	58.9	25.1
March	28.7	39.2	10.5	39.7	60.7	21.0
Torbolton	21.0	30.8	9.8	33.0	41.3	8.3
Fitzroy	33.6	24.4	-9.2	45.3	58.6	13.3
Huntley	35.6	23.0	-12.6	45.7	53.7	8.0
Goulbourn	30.2	37.1	6.9	42.9	56.3	13.4
Richmond	28.6	41.8	13.2	45.7	62.7	17.0
Stittsville		62.4			71.7	
Marlborough	29.5	24.4	-5.1	39.7	56.4	16.7
North Gower	34.3	49.1	14.8	45.6	66.3	20.7
Osgoode	36.7	40.7	4.0	48.1	53.4	5.3
Total Review Area	25.2	33.7	8.5	35.6	50.7	15.1

Source: Municipal Statistics, Ontario Department of Municipal Affairs.

The greatest increase occurred in the urban areas (14.1 percentage points) although only slightly lower increases were experienced by the suburban (13.5 percentage points) and outer municipalities (12.7 percentage points). Throughout the review area, the educational proportion of total tax revenue increased ranging from 5.3 percentage points in Osgoode Township to 25.1 percentage points in Cumberland Township with the City of Eastview experiencing the only decrease (-1.2 percentage points).

With the exception of the urban municipalities and Torbolton Township, over half of all 1963 municipal tax revenue was collected for educational purposes, with the suburban municipalities, the Villages of Stittsville and Richmond and the Townships of March and North Gower collecting more than three-fifths of their taxes for this purpose.

Table 7-22 along with the preceding table shows that municipal corporate expenditures on education increased more sharply than total municipal corporate tax revenues and expenditures since 1951.

What does this increased educational expenditure mean in terms of the average taxpayer? In the review area in 1963, it represented an average expenditure of $100.23 for every adult of working age (20 to 64 years of age)(Table 7-23). The average was slightly higher in the suburban ($102.02) and urban municipalities ($101.28) but considerably lower in the outer municipalities ($81.14). In two urban, the suburban and five outer municipalities, the greatest single proportion of this average was represented by public elementary expenditures. In the City of Eastview and six outer municipalities, the greatest proportion was represented by secondary school expenditures, the larger proportions in the latter municipalities resulting from higher student transportation costs to widely separated high schools. Separate school

TABLE 7-22. INCREASE IN MUNICIPAL CORPORATE EDUCATIONAL EXPENDITURES, TOTAL EXPENDITURES AND TAX REVENUES IN THE REVIEW AREA, 1951 - 1963.

MUNICIPALITY	EDUCATIONAL EXPENDITURE			TOTAL EXPENDITURE			TAX REVENUE		
	1951 ($000's)	1963 ($000's)	% increase	1951 ($000's)	1963 ($000's)	% increase	1951 ($000's)	1963 ($000's)	% increase
Urban	4,617	17,840	286.4	18,793	54,963	192.5	13,223	35,485	168.4
Suburban	163	2,588	1486.9	425	5,561	1208.0	323	4,036	1149.5
Outer	288	958	231.9	912	2,860	213.7	684	1,724	152.0
Review Area	5,068	21,386	322.0	20,130	63,384	214.9	14,230	41,245	189.8

Source, Municipal Statistics, Ontario Department of Municipal Affairs.

TABLE 7-23. SCHOOL DEBENTURE DEBT, 1951 and 1963, AND MUNICIPAL CORPORATE EXPENDITURE ON EDUCATION PER CAPITA WORKING AGE POPULATION AND PER $1,000. EQUALIZED ASSESSMENT, 1963.

MUNICIPALITY	Debenture Debt (000's) All Schools 1951 $	Debenture Debt (000's) All Schools 1963 $	51-63 % Change	Municipal Expenditure on Education per $1000 equalized assessment $	per capita working age population (1) Public $	Separate $	Secondary $	Total $
Urban	9,235	41,828	352.9	29.39	48.25	18.11	34.88	101.28
Ottawa	8,105	39,096	382.4	29.61	50.73	18.45	35.95	105.13
Eastview	1,015	2,601	156.3	25.92	17.55	15.03	22.62	55.20
Rockcliffe Park	115	131	13.9	26.23	79.78	10.78	37.38	127.94
Suburban	546	10,029	1736.8	40.26	54.32	13.58	34.12	102.02
Nepean	94	6,677	6929.5	44.02	67.31	9.86	37.34	114.51
Gloucester	452	3,352	641.6	33.49	32.52	19.82	28.73	81.07
Outer Municipalities	365	2,534	594.2	33.02	36.03	6.49	38.62	81.14
Cumberland	28	379	1253.6	32.50	19.00	18.24	18.60	55.84
March	51	157	207.6	41.98	39.54	11.73	70.40	121.67
Torbolton		148	14800.0	19.40	44.81	1.83	94.24	140.88
Fitzroy	125	95	-24.0	32.50	31.02	1.56	57.60	90.18
Huntley	19	110	478.9	32.21	27.87	4.00	42.62	74.49
Goulbourn	32	172	437.5	35.05	38.03	2.15	48.95	89.13
Richmond	5	193	3760.0	39.49	37.91	4.76	34.94	77.61
Stittsville		277	27700.0	46.40	53.05		32.84	85.89
Marlborough		56	5600.0	27.70	28.22		60.42	88.64
North Gower	47	217	3617.0	40.76	64.21	0.71	57.87	122.79
Osgoode	58	730	1158.6	28.97	37.78	5.41	23.80	66.99
Total Review Area	10,146	54,391	436.1	30.54	48.30	16.93	35.00	100.23

Source: Municipal Statistics, Ontario Department of Municipal Affairs.
School Board's auditor's reports.

(1) population 20 to 64 years of age.

expenditures represented less than one-fifth of total per capita expenditures in all municipalities except the City of Eastview and Gloucester and Cumberland Townships.

This table further illustrates the wide variance in the tax base among the municipalities within the review area. Earlier portions of this chapter illustrated how the standard of education varied between the urban and outer municipalities, yet the average municipal corporation's educational expenditure per $1,000. equalized assessment is higher in the suburban ($40.26) and outer municipalities ($29.39). This serves to illustrate the limited tax base of the suburban and outer municipalities[1] which are paying 37% and 20% more respectively per $1,000. equalized assessment than the urban municipalities but for a lower standard of educational service.

SCHOOL DEBT AND SCHOOL BOARD EXPENDITURES

The suburban and outer municipalities, less capable of supporting school expansion programmes are increasingly faced with this demand.

Evidence of this is shown in the school debenture debt picture (Table 7-23) where the suburban and outer municipalities' debts reflect a greater percentage increase between 1951 and 1963 (1736.8% and 594.2% respectively) than the urban municipalities (352.9%).

In 1951, one outer municipality (Fitzroy Township) showed school debts totalling $125,000., eight municipalities showed school debts from $5,000. to $58,000. and three municipalities indicated their school boards were debt free. By 1963, all municipalities had some school debt ranging from $56,000. in

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(1) Residential and agricultural assessment represented 76.2% of the suburban and 92.6% of the outer municipalities' total taxable assessment in 1963.

Marlborough Township to $730,000. in Osgoode Township. Of all outer municipalities, Fitzroy Township was the only one to experience a school debt decrease in the interval from $125,000. to $95,000.

The suburban municipalities showed the most marked increase in school debt between 1951 and 1963 (1736.8%). In 1951, Gloucester Township school boards carried a debt of $452,000., five times greater than that carried by boards in Nepean Township ($94,000.). By 1963, school debt had increased to $3,352,000. in Gloucester Township while demand for school facilities in Nepean Township had increased that municipality's debt to $6,677,000., almost double that carried by Gloucester Township.

In 1963, school debt was nearly four times greater in Ottawa, one and one-half times greater in Eastview and only slightly greater in Rockcliffe Park than in 1951. Although these increases were less dramatic than those experienced by the suburban and outer municipalities over the interval, the greatest absolute school debt is still carried by the urban school boards and in particular by those in the City of Ottawa.

So far this section has dealt with municipal corporate expenditures on education, exclusive of the provincial school grants which are paid directly to the school boards.

Table 7-24 shows the comparable gross, (including grants) and net (exclusive of grants)[1] revenue and expenditure per pupil for elementary school boards in the review area.

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(1) Net revenue represents funds received by a school board exclusive of revenue from provincial government grants.
Gross revenue represents total school board revenue including provincial government grants.
Net expenditure represents money expended by school boards exclusive of the amount covered by provincial government grants and fee expenditure for educating students outside the municipality.
Gross expenditure represents total board expenditure with no exclusions.

TABLE 7-24. GROSS AND NET REVENUE AND EXPENDITURE PER PUPIL FOR ELEMENTARY SCHOOL BOARDS IN THE REVIEW AREA, 1963.

MUNICIPALITY	PUBLIC				SEPARATE			
	Revenue		Expenditure		Revenue		Expenditure	
	Gross	Net	Gross	Net	Gross	Net	Gross	Net
Urban	410.20	322.44	411.84	323.04	239.29	124.73	238.41	121.41
Ottawa	409.81	322.60	410.20	324.97	240.16	128.62	239.13	126.92
Eastview	408.47	300.47	377.15	269.16	232.94	96.46	233.19	92.79
Wards 1-3					223.71	99.27	225.17	100.73
Ward 4					252.89	90.37	250.53	75.66
Rockcliffe Park	444.21	344.99	438.85	339.63				
Suburban	318.91	206.97	315.38	196.27	264.91	99.93	275.06	102.02
Nepean	318.16	212.13	304.55	193.57	262.46	121.76	262.43	111.55
Gloucester	320.87	193.46	343.78	198.97	266.39	86.44	282.85	89.59
Outer Municipalities	264.78	115.70	260.56	109.08	252.37	60.68	250.58	51.82
Cumberland	300.71	113.75	295.31	84.51	229.58	55.94	232.40	57.10
March	385.95	201.58	305.84	116.92	220.44	96.18	188.26	64.00
Torbolton	250.69	148.76	262.11	160.18				
Fitzroy (1)	223.01	96.61	259.02	130.30	526.82	31.86	473.46	-21.50
Huntley	256.07	109.60	256.80	105.22	185.83	64.36	170.20	48.73
Goulbourn	226.96	113.72	265.68	110.85				
Richmond	225.33	106.78	222.83	104.28	237.31	81.01	220.09	57.56
Stittsville	265.26	113.64	258.11	106.49				
Marlborough	253.11	85.52	236.65	69.06				
North Gower	234.10	104.80	236.47	106.79				
Osgoode	277.84	123.38	262.84	104.44	262.81	59.16	260.41	49.16
Total Review Area	378.28	279.83	378.34	277.54	242.98	119.17	243.44	116.31

Source: School Board Auditors' Reports.

(1) The gross and net revenue and expenditure figures per separate elementary pupil in Fitzroy Township reflect a provincial grant which was greater in sum than the total board expenditure for 1963.

NOTE: Net revenue represents funds received by a school board exclusive of revenue from provincial government grants.
Gross revenue represents total school board revenue including provincial government grants.
Net expenditure represents money expended by school boards exclusive of the amount covered by provincial government grants and fee expenditure for educating students outside the municipality.
Gross expenditure represents total board expenditure with no exclusions.

The higher gross expenditure per urban elementary pupil evidenced by the public system decreases in the suburban municipalities and still further in the outer municipalities. This pattern is not shown by the separate system, which displays a narrower range in expenditures with the suburban, outer and urban in descending order. Also, the average gross expenditure per pupil in the public school system exceeds that in the separate school system in all but one (Fitzroy) of the ten municipalities where both systems operate. These differences between the two systems are greatest in the urban, less in the suburban and least in the outer municipalities.

The variation in gross per pupil expenditure is evidence of a widely divergent standard of education throughout the review area.

This table further illustrates that public elementary systems in eleven municipalities and separate elementary systems in eight municipalities had a surplus of revenue over expenditure. Although some portion of this excess revenue could be used to decrease existing school debt, the large surplus funds that were found to exist in many of the outer municipalities may also serve as a buffer to absorb new costs resulting from school and school area consolidation.

Some indication of the increase in educational costs with respect to municipal corporate expenditures and tax revenue for school purposes has already been given. The following summary indicates the degree to which these costs have increased for school boards in the two urban municipalities between 1951 and 1963.

Although separate schools presently spend less per pupil than public schools, the former system experienced the greatest

increase in per pupil expenditure in both Ottawa and Eastview since 1951, as shown below:

SCHOOL SYSTEM	GROSS EXPENDITURE PER PUPIL					
	CITY OF OTTAWA			CITY OF EASTVIEW		
	1951 $	1963 $	% increase	1951 $	1963 $	% increase
Public Elementary	227.25	410.20	80.5	136.74	377.15	175.8
Separate Elementary	116.35	239.13	105.5	79.05	233.19	195.0
Secondary(1)	366.03	560.78	53.2	396.39	542.78	36.9

(1) excludes vocational schools

Source: Ontario Dept. of Education
School Boards Auditor's Reports.

Per pupil expenditure increases in the elementary school systems are most impressive in Eastview while increases in per pupil expenditure in the Ottawa secondary schools exceeded those in the Eastview High School during this period.

A breakdown of gross revenue and expenditure by type of expenditure is shown for all school systems in Tables 7-25 to 7-27. Although largely self explanatory, several factors in these tables should be noted.

1) Provincial grants in all systems represent an increasing proportion of gross revenue as one moves from the urban through the suburban to the outer municipalities.
2) Provincial grants represent a lower proportion in the public elementary and secondary systems than is true of the separate elementary system due to a greater relative return from municipal taxation.
3) Expenditure on staff salaries in all systems generally represents a decreasing proportion of gross expenditure as one moves from the urban through the suburban to the outer municipalities. Conversely, expenditure on transportation and students' fees represents an increasing proportion of expenditure.

TABLE 7-25. PERCENTAGE DISTRIBUTION OF GROSS REVENUE AND GROSS EXPENDITURE PER PUPIL BY TYPE OF INCOME AND EXPENDITURE FOR PUBLIC ELEMENTARY SCHOOL BOARDS IN THE AREA, 1963.

	GROSS REVENUE								GROSS EXPENDITURE									
MUNICIPALITY	PROV. GRANTS	MUNICIPAL TAXES FROM MUNICIPALITIES OWN	MUNICIPAL TAXES FROM MUNICIPALITIES OTHER	RENTAL	FEES REC'D	MISC.	GROSS REVENUE TOTAL		INSTRUCTIONAL SERVS.	INSTRUCTIONAL SUPS.	MAIN. AND OPER.	ADMIN.	LOANS AND INTEREST	CAP. EXP. OUT OF REVENUE	TRANS.	FEES PAID	MISC.	GROSS EXPEND. TOTAL
								$										$
OTTAWA	21.3	75.6	0.2	0.6	0.2	2.0	100.0	409.81	55.7	2.8	14.6	1.6	13.1	5.9	1.4	0.1	4.8	100.0	412.20
EASTVIEW	26.4	72.6	-	-	0.9	0.1	100.0	408.47	60.4	3.4	12.1	2.5	18.0	0.6	0.1	-	2.9	100.0	377.15
ROCKCLIFFE PARK	22.3	74.9	-	-	0.8	1.9	100.0	444.21	57.5	3.5	16.5	2.8	13.0	0.6	-	-	6.0	100.0	438.85
NEPEAN	33.3	64.6	-	0.3	1.6	0.2	100.0	318.16	51.7	4.9	13.1	3.4	15.3	4.7	3.6	1.6	1.7	100.0	304.55
GLOUCESTER	39.7	48.8	3.0	0.1	3.9	4.5	100.0	320.87	47.9	4.4	10.5	2.4	17.2	5.2	5.9	5.1	1.3	100.0	343.78
CUMBERLAND	62.2	36.7	0.5	-	-	0.6	100.0	300.71	48.3	4.4	12.3	2.3	6.8	0.6	12.0	8.1	5.2	100.0	295.31
MARCH	47.8	40.0	-	-	-	12.2	100.0	385.95	41.4	3.5	11.8	3.8	21.1	1.3	15.2	1.5	0.4	100.0	305.84
TORBOLTON	40.7	47.5	-	-	-	11.8	100.0	250.69	46.5	4.7	10.9	4.2	23.0	6.9	2.8	-	0.9	100.0	262.11
FITZROY	56.7	41.4	-	0.1	1.1	0.7	100.0	223.01	58.6	2.7	14.2	3.0	4.8	1.5	13.9	0.9	0.5	100.0	259.02
HUNTLEY	57.2	35.4	-	neg	3.1	4.3	100.0	256.07	45.7	5.5	12.0	2.3	2.8	10.4	18.6	2.0	0.6	100.0	256.80
GOULBOURN	57.4	35.7	2.2	neg	0.7	4.0	100.0	266.96	62.1	3.7	12.5	2.4	3.0	14.3	1.3	0.6	0.1	100.0	265.68
RICHMOND	52.6	43.1	3.3	-	0.8	0.2	100.0	225.33	58.0	6.4	13.2	1.5	14.5	6.1	-	-	0.3	100.0	222.83
STITTSVILLE	57.2	33.5	7.6	-	neg	1.7	100.0	265.26	57.0	3.9	11.1	0.8	26.1	0.3	0.2	-	0.7	100.0	258.11
MARLBOROUGH	66.2	28.8	5.0	-	-	-	100.0	253.11	68.2	4.1	16.6	4.3	0.1	1.8	4.6	-	0.3	100.0	236.65
NORTH GOWER	55.2	37.4	3.6	-	-	3.8	100.0	234.10	62.5	4.1	12.0	2.6	-	1.9	16.0	0.2	0.7	100.0	236.47
OSGOODE	55.6	38.8	1.3	-	2.1	2.2	100.0	277.84	54.1	4.4	14.2	2.5	19.6	2.1	0.8	1.5	0.7	100.0	262.84

neg = negligible

TABLE 7-26. PERCENTAGE DISTRIBUTION OF GROSS REVENUE AND GROSS EXPENDITURE PER PUPIL BY TYPE OF REVENUE AND EXPENDITURE FOR SEPARATE ELEMENTARY SCHOOL BOARDS IN THE REVIEW AREA, 1963.

	GROSS REVENUE								GROSS EXPENDITURE										
MUNICIPALITY	PROV. GRANTS	MUNICIPAL TAXES FROM MUNICIPALITIES OWN	MUNICIPAL TAXES FROM MUNICIPALITIES OTHER	RENTAL	FEES REC'D	MISC.	GROSS REVENUE %	GROSS REVENUE TOTAL $	INSTRUCTIONAL SERVS.	INSTRUCTIONAL SUPS.	MAIN. AND OPER.	ADMIN.	LOANS AND INTEREST	CAP. EXP. OUT OF REVENUE	TRANS.	FEES PAID	MISC.	GROSS EXPEND. %	GROSS EXPEND. TOTAL $
OTTAWA	46.4	46.9	0.2	0.2	1.2	5.1	100.0	240.16	58.5	3.8	11.9	3.0	15.8	2.5	0.9	0.3	3.3	100.0	239.13
EASTVIEW	58.6	37.5	-	neg	neg	3.8	100.0	232.94	59.5	2.9	8.0	3.1	23.4	0.2	-	1.7	1.2	100.0	233.19
WARDS 1-3	55.6	38.8	-	-	neg	5.6	100.0	223.71	59.3	2.0	7.9	3.1	26.0	0.2	-	-	1.5	100.0	225.17
WARD 4	64.3	35.1	-	neg	neg	0.5	100.0	252.89	59.9	4.6	8.2	3.0	18.6	0.3	-	4.9	0.5	100.0	250.53
NEPEAN	53.6	35.0	0.2	0.1	3.4	7.7	100.0	262.46	45.7	4.1	8.9	1.9	20.1	2.3	2.2	3.9	10.9	100.0	262.43
GLOUCESTER	67.6	25.7	1.7	-	2.8	2.3	100.0	266.39	50.7	3.7	10.2	2.2	20.6	3.4	3.0	4.7	1.5	100.0	282.85
CUMBERLAND	75.6	23.0	0.1	neg	0.2	1.1	100.0	229.58	52.1	3.4	11.4	3.9	17.2	1.7	8.4	0.7	1.2	100.0	232.40
MARCH	56.4	38.9	4.4	-	0.2	0.1	100.0	220.44	59.5	5.7	17.7	1.7	15.1	-	-	-	0.3	100.0	188.26
FITZROY	94.0	4.2	-	-	-	1.8	100.0	526.82	24.7	2.1	5.3	0.5	53.7	0.4	13.2	-	-	100.0	473.46
HUNTLEY	65.4	34.1	-	-	-	0.5	100.0	185.83	60.3	4.3	16.5	4.5	14.3	-	-	-	0.1	100.0	170.20
RICHMOND	65.9	8.9	4.4	-	20.6	0.2	100.0	237.31	52.6	3.5	8.2	1.0	29.6	0.6	1.6	2.8	0.1	100.0	220.09
OSGOODE	77.5	12.0	5.3	-	3.3	1.9	100.0	262.81	44.6	3.2	8.8	2.4	16.1	10.2	11.4	2.9	0.4	100.0	260.41

neg = negligible.

TABLE 7-27. PERCENTAGE DISTRIBUTION OF GROSS REVENUE AND GROSS EXPENDITURE PER PUPIL BY TYPE OF REVENUE AND EXPENDITURE FOR SECONDARY SCHOOL BOARD IN THE REVIEW AREA, 1963.

	GROSS REVENUE							GROSS EXPENDITURE									
MUNICIPALITY	PROV. GRANTS	MUNICIPAL TAXES FROM MUNICIPALITIES OWN	MUNICIPAL TAXES FROM MUNICIPALITIES OTHER	FEES RENTAL	FEES REC'D	MISC.	GROSS REVENUE TOTAL	INSTRUCTIONAL SERVS.	INSTRUCTIONAL SUPS.	MAIN. AND OPER.	ADMIN	LOANS AND INTEREST	CAP. EXP. OUT OF REVENUE	TRANS.	FEES PAID	MISC.	GROSS EXPEND. TOTAL
							$										$
OTTAWA	21.8	57.9	0.4	18.9	1.0	100.0	536.09	54.7	3.2	15.2	4.8	13.9	1.8	-	0.1	6.3	100.0	560.78
EASTVIEW	27.6	45.3	-	26.7	0.4	100.0	609.07	58.9	4.4	8.9	5.8	13.9	7.0	-	0.1	1.0	100.0	542.78
NEPEAN	48.6	51.3	-	-	0.1	100.0	1302.25	-	-	-	0.2	10.4	-	5.3	83.8	0.3	100.0	1181.73
GLOUCESTER	52.7	47.3	-	-	-	100.0	940.56	-	-	-	0.5	13.5	-	10.6	75.0	0.2	100.0	1065.47
OUTER MUNICIPALITIES	50.1	45.9	0.1	3.1	0.8	100.0	598.63	52.1	0.4	12.8	3.1	14.3	1.1	10.9	3.8	1.5	100.0	590.83

4) The comparatively high gross revenue and expenditure per secondary student in the suburban townships reflects the low enrolment in two newly constructed schools which in 1963 were operating well below capacity. Built by the townships, these schools are operated by the Ottawa Collegiate Institute Board, so expenditure proportions for staff, supplies and maintenance are part of the Ottawa distribution picture.

5) The high proportion of gross revenue represented by secondary school fees in the Cities of Eastview and Ottawa reflects the great number of non-resident students attending schools in these municipalities.

CONCLUSION

Perhaps the greatest problem facing the review area's educational systems today is the divergent standard of education offered by the two elementary systems and by the urban, suburban and outer municipalities' school boards. The variance in the standard of educational facility and service provided is mainly due to the following factors:

1) The inequalities of the tax base and in the relative school loads between municipalities and school attendance areas which frequently places the financial responsibility for expended facilities on the municipalities least capable of paying.

2) The more limited financial resources of the separate elementary system which, while permitting the construction of many schools, have held per pupil expenditures generally below those of the public elementary system.

3) The somewhat insular approach inherent in the school section system which has been less conducive to advancement of educational standards than the broader urban approach.

CHAPTER 8. WELFARE AND HEALTH

There has been a marked growth of welfare and health measures in Ontario during the post-war period. Services are now available to help citizens meet most of the adversities which often arise out of changing health and economic conditions.

Although primary responsibility for these measures has been assumed by the province, municipalities have been delegated essential responsibilities in the fields of both welfare and health.

The role played by the municipalities of the review area in these fields will be detailed in this chapter.

WELFARE

Welfare services fall into five main categories: general welfare assistance, services to children, to the family, to the elderly and to the handicapped.

General welfare assistance payments are made to families and individuals in needy circumstances who are not eligible for assistance under the other specific programmes. Under the General Welfare Assistance Act, aid is provided to unemployed and unemployable persons and supplementary aid may be provided to recipients of benefits under other acts. Provision to indigents of nursing home care in municipally licensed nursing homes, post-sanatorium care, and temporary shelter in hostels for transients are also covered.

General welfare assistance represents the largest single item in the total welfare expenditure programme. It is particularly important to municipalities because they play a mandatory role, being required under the Act to "provide assistance

to the persons who reside in the municipality and who are eligible for such assistance". Of the total assistance payments, the municipality bears only 20% however, the remaining 80% being shared by the Provincial (30%) and Federal (50%) governments. The "municipality of residence" of a recipient is defined as the one in which he last resided for 12 consecutive months while not in receipt of assistance; this results in numerous inter-municipal charge-backs where the municipality of current residence makes the assistance payments and then bills the "municipality of residence" for them.

Services to children include child welfare services, children's homes, day nurseries and homes for retarded children.

Under the Child Welfare Act, local Children's Aid Societies have mandatory responsibility for children who, through parental neglect, orphanhood and other causes, require the aid of the community. The province bears 40% of the costs, local governments 60%. In the review area, the Ottawa and Carleton Children's Aid Society bears these responsibilities for the Cities of Ottawa and Eastview and the municipalities comprising Carleton County, while the Prescott and Russell Children's Aid Society covers Cumberland Township. Services related to adoptions, unmarried parents, neglected children and general child care for those under 18 years of age are provided.

The Department of Public Welfare of the City of Ottawa has also recently instituted a pilot programme aimed at preventing child and youth welfare problems from arising or becoming acute. The emphasis in this programme is on maintaining the family unit when its break-up is threatened as a result of social, medical, psychological or economic problems.

Under the Children's Institutions Act, children's

homes operated by approved organizations may qualify for provincial subsidy of 50% of net costs of maintenance and capital grants per bed provided. In the review area the Protestant Children's Village and the Mount St. Joseph Children's Home (Catholic) offer such facilities to wards of Children's Aid Societies and to private placements.

Under the Day Nurseries Act, municipally sponsored nurseries can qualify for a 50% provincial subsidy; privately sponsored nurseries are also supervised by the province, but receive no grants. In the review area, in addition to numerous private nurseries, several of which operate on a non-profit, parent-cooperative basis, the Ottawa Day Nursery sponsored by the City of Ottawa provides full-day care for children whose mothers must work or are ill, at rates geared to the family's ability to pay; net costs after deducting support from the Ottawa and District Community Chest, are shared equally by the province and city.

Homes for retarded children may also qualify for provincial aid up to 50% of capital and maintenance costs. In the review area, the Ottawa and District Association for Retarded Children operates the Brighthope School for Trainable Retarded Children and an Adult Training Centre receiving support from the Ottawa and District Community Chest. In addition, the facilities of the Ontario Hospital School at Smith's Falls are available to residents of the area. There is no direct municipal participation in the provision of these facilities.

Service to the family include mothers' and dependent children's allowances, homemakers and nurses services, and widows and unmarried women's allowances.

Under the Mother's Allowances Act, provincial grants

are available where there are children under 18 in the care of a mother where the husband is dead, permanently unemployable, divorced, has deserted, been imprisoned or is unknown. These grants are borne 100% by the province.

Under the Homemakers and Nurses Services Act, the services of a homemaker or a nurse may be provided to keep a family together when the mother is ill or in hospital, and to assist elderly, convalescent and handicapped persons so they may remain in their own homes. Eligibility for financial aid to obtain these services must be determined by the municipal welfare authorities, but the province shares equally with the municipalities' expenditures incurred on behalf of those unable to meet the total cost themselves, and not covered by contributions from the Ottawa and District Community Chest. The Visiting Homemakers' Association of Ottawa, Inc., a voluntary agency, provides trained and supervised homemakers for the provision of these services in this area, and the Victorian Order of Nurses provides trained nurses under contracts with Ottawa, Eastview, Rockcliffe Park, Gloucester and Nepean.

Widows and unmarried women's allowances are available to women 60 years of age and over who lack adequate means of support. The cost of these allowances is borne entirely by the province.

Services to the elderly include old age assistance, old age security, care by private organizations, elderly persons housing aid, social and recreational centres, homes for the aged, home care in the community, and health services for the aged.

Under the Old Age Assistance Act, persons 65 to 69 years old are eligible for a pension of up to $75. a month if they have resided in Canada for the past ten years and are in need,

the cost being borne primarily by the province, with Federal assistance. Additional aid up to $20. per month may be provided by a municipality by way of supplementary assistance, with the province bearing 50% of such costs. Medical and dental services and coverage under the Ontario Hospital Care Insurance Plan are also provided at provincial expense to most recipients.

Federal old age security pensions of $75. a month are available to all who have resided in Canada for ten years or more. Needy Ontario recipients may also receive additional supplementary aid by way of general welfare assistance (borne 20% by municipalities). In addition, medical, dental and hospital services are available at provincial expense to those lacking resources to meet the costs.

Under the Charitable Institutions Act, religious, fraternal and benevolent organizations may receive capital grants and 75% operating and maintenance grants from the province toward the operation of homes for elderly people under provincial supervision. In the review area, the Bronson Home (40 beds), the Protestant Home for the Aged (32 beds), the Foyer St. Charles Home (270 beds), the St. Patrick's Home of Ottawa (81 beds and a 200-bed expansion programme) and the Canadian National Institute for the Blind Home and Welfare Centre (27 beds) provide such facilities.

The National Housing Act and the Ontario Elderly Persons Housing Aid Act provide for the construction of limited dividend housing for elderly persons financed by 90% 50-year Federal mortgage loans and $500. per unit Provincial capital grants, with sponsoring municipalities or private organizations supplying the remaining equity. In the review area, such housing is provided in three municipally sponsored projects, the Lowren (218 units), Mooretown (20 units)* and MacDonald Manor (122 units)

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* the Lowren and Mooretown projects also contain family units as well as the number of elderly persons apartments noted.

developments all sponsored by the City of Ottawa and in projects sponsored by the Canadian Legion (46 units for veterans) and the King's Daughters (70 units). In addition, 110 more units for elderly persons have been proposed for Lowren, and the Kiwanis Club has a proposed project of 49 units.

Social and recreational centres for elderly persons may receive a 30% provincial grant when this is matched by a 20% municipal grant, the remaining 50% being raised by private contributions. While there are a dozen senior citizen clubs in the review area which meet regularly, the Good Companions Club is the only centre in the area built solely for elderly persons' use, and it does not receive government grants because it preceded this recent legislation.

Under the Homes for the Aged Act, municipalities are required to establish or contribute toward a home for the aged for persons 60 years of age and older who require residential care. The province shares equally with the municipalities in the costs of construction and expansion, and bears 70% of the continuing costs of operation and maintenance. For the review area, Island Lodge (City of Ottawa - 260 beds), Carleton Lodge (serving the remaining municipalities in the County - 130 beds), and the Prescott and Russell County Home at L'Orignal (serving Cumberland Township - 94 beds) provide such facilities.

Home care in the community utilizes selected private dwellings under supervision of the local home for the aged staff, to provide a family setting for older persons. The province shares costs equally with the municipality.

Health services for the needy aged, including medical services from the doctor of choice and Ontario Hospital Insurance coverage, are available, as previously noted, to most recipients

of Old Age Assistance and a large number of Old Age Security pensioners. The costs are borne entirely by the province.

Services to the handicapped or disabled include blind persons' allowances, disabled persons' allowances, and rehabilitation services. These are provided under the Ontario Rehabilitation Services Act and the federal-provincial Vocational Rehabilitation of Disabled Persons Agreement, with costs borne by the senior governments and voluntary organizations. Municipal welfare administrators may be involved in processing applications for assistance however, and a municipality may also contribute grants toward the provision of necessary prosthetic appliances and training for needy disabled persons and toward the support of local voluntary rehabilitation organizations. The City of Ottawa makes such grants for appliances and to the Rehabilitation Institute of Ottawa. Other voluntary rehabilitation organizations, some of which receive support from the Ottawa and District Community Chest, include the Canadian National Institute for the Blind (Ottawa-Carleton Board), the Ottawa Crippled Children's Treatment Centre Inc., the Ottawa Handicapped Association, the Rehabilitation Foundation for the Disabled (March of Dimes), the Muscular Dystrophy Association, the Ontario Society for Crippled Children (serving Carleton, Lanark and Renfrew Counties), the Crippled Children's Committee of the Ottawa Rotary Club, and the Ottawa Associations for the Blind and for the Deaf.

MUNICIPAL WELFARE STAFFS

From the above brief description of the main fields of welfare activity it is clear that municipalities have mandatory and permissive responsibilities of considerable variety and complexity. Reference to Tables 6-3 and 6-4 however indicates that in the review area, only the City of Ottawa, the County of Carleton and to a lesser

degree the City of Eastview have developed welfare staffs of any magnitude. The comparable totals for these municipalities are as follows:

	Departmental Staff	Home for the Aged Staff	Total
Ottawa	61*	114	175
Carleton		57	57
Eastview	4**		4
Total	65	171	236

* The Information and Service Bureau of the Ottawa Health Dept., with a staff of 13, might also be said to be engaged in welfare activity as it administers the City's geriatric and chronic illness services and is closely associated with the operation of Island Lodge and MacDonald Manor.

** Eastview utilizes the facilities of Carleton Lodge in meeting its responsibilities under the Homes for the Aged Act, as do the other municipalities in Carleton County outside of Ottawa.

In addition to these staffs, the Ottawa-Carleton Children's Aid Society with a staff of 94 should be included, along with the welfare officers of Gloucester and Nepean, making a total of 332 (or 345 if Ottawa's Information and Service Bureau staff is included). Only Ottawa, Carleton and the Children's Aid Society include professional social workers on their staffs.

Considering the respective welfare programmes, it would also appear that only that of the City of Ottawa extends very far beyond the mandatory requirements as laid down by provincial legislation, and into the permissive fields which are increasingly important in meeting the needs of a complex urban-centred society. Even the City's past programmes have hardly been impressive in this respect, but the appointment of a well-qualified City Welfare Commissioner after a period during which this position was vacant may be expected to result in further development of the City's programme.

Reference has already been made in Chapter 5 to the distribution of incomes throughout the review area and to the fact that lower-income families reside throughout the area, with higher proportions of poorer families being found in the outer municipalities, Gloucester Township and the City of Eastview. With one in every four of the area's poorer families residing outside Ottawa, there may well be a need for augmented welfare programmes not only in the City of Ottawa but particularly to serve the rest of the area.

WELFARE EXPENDITURES

Total public welfare expenditures, including provincial and federal contributions, are given by municipality for the fiscal year ending March 31, 1963, in Table 8-1. (County and joint expenditures have been allocated to municipality according to residence of recipients in this table).

The figures show that Ottawa (85.6%), Eastview (7.0%) and Gloucester (2.4%) account for 95% of total welfare expenditures made within the Ottawa-Eastview-Carleton area.

The predominant role of general welfare assistance (37.9%), child welfare assistance (18.3%), mother's and dependent children's allowances (13.5%), old age assistance (12.6%) and disabled person's allowances (9.3%) which together account for over four-fifths of the area's total welfare expenditures is also indicated. Municipal governments are only significantly involved in expenditures on the first two of these categories however, for which they bear generally 20% and 60% of the total costs respectively. In addition, they bear 30% of expenditures on homes for the aged maintenance and 50% of expenditures on homemakers and day nurseries.

The overall municipal share of total welfare expenditures of all kinds in the area amounted to about 19% for the

TABLE 8-1. TOTAL PUBLIC WELFARE EXPENDITURES INCLUDING PROVINCIAL AND FEDERAL CONTRIBUTIONS, BY MUNICIPALITY, IN CARLETON COUNTY, FISCAL YEAR ENDING MARCH 31, 1963.

	Total Expenditure	%	Per Capita	General Welfare Assistance	Child Welfare Maintenance	Mother's & Dependent Children's Allowances	Old Age Assistance	Disabled Persons' Allowances	Homes for the Aged Maintenance	Homemakers & Day Nurseries*	Medical & Dental Services	Blind Persons' Allowances
	$		$	$	$	$	$	$	$	$	$	$
Urban	5,407,021	92.8	18.28	2,129,379	972,842	733,720	645,957	461,623	191,020	113,076	95,531	63,873
Ottawa	4,986,272	85.6	18,58	1,922,979	922,020	662,864	597,501	437,542	187,629	20,806* 89,584	87,482	57,865
Eastview	408,887	7.0	16.29	206,400	40,047	70,856	48,456	23,318	3,106	2,686	8,010	6,008
Rockcliffe	11,862	0.2	5.18		10,775			763	285		39	
Suburban	215,976	3.7	4.86	56,733	62,806	25,081	31,162	24,571	5,499	2,670	4,199	3,255
Nepean	77,432	1.3	2.98	14,124	34,985	3,997	11,484	6,265	3,222	1,507	1,037	811
Gloucester	138,544	2.4	7.54	42,609	27,821	21,084	19,678	18,306	2,277	1,163	3,162	2,444
Outer	204,341	3.5	12.09	19,568	33,289	25,004	51,888	58,622	2,442		6,463	4,065
March	18,932	0.3	20.80	204	1,887	5,095	3,216	6,810	111		792	817
Torbolton	11,667	0.2	16.11	1,913	2,289		4,824	2,288	94		259	
Fitzroy	28,099	0.5	12.82	3,219	4,184		10,392	7,627	272		778	1,627
Huntley	24,591	0.4	13,56	1,682	3,295	2,665	5,124	10,733	223		869	
Goulbourn	28,684	0.5	13.30	2,905	3,211	4,389	6,588	9,534	267		980	810
Stitts-ville	6,636	0.15	4.22	822	1,783		2,928	763	196		144	
Richmond	5,085	0.15	4.10	540	1,420	2,038		762	152		173	
Marl-borough	8,217	0.1	10.34	605	1,623		1,837	3,814	98		240	
North Gower	18,201	0.3	7.07	1,990	4,526	2,430	2,569	5,830	321		535	
Osgoode	54,229	0.9	9.45	5,688	9,071	8,387	17,410	10,461	708		1,693	811
	(1)				(2)				(3)			
Totals	5,827,338		16.41	2,205,680	1,068,937	783,805	732,007	544,816	198,961	115,746	106,193	71,193
%	100.0			37.9	18.3	13.5	12.6	9.3	3.4	2.0	1.8	1.2

* Day Nurseries

Source: Ontario Department of Public Welfare.

(1)excludes expenditures of $44,775 for dependent fathers' allowance, $26,686 for rehabilitation and $7,164 for other expenditures which were not allocated to municipalities.

(2)excludes expenditures of $1,786 which were not allocated to municipalities.

(3)excludes expenditures of $5,378 which were not allocated to municipalities.

fiscal year ending March 31, 1963. This is significantly less than the municipal portion of expenditures in most other important fields such as education, roads, utilities, and protective services. Because of this generally low ratio of municipal to senior government expenditures in the welfare field, municipalities may tend to underestimate the importance of welfare to the community at large. As a corollary, a given amount of programme expansion is relatively easier for municipalities to finance in the field of welfare than in most other areas of municipal service.

HEALTH

MUNICIPAL RESPONSIBILITIES

Under the Ontario Public Health Act, every municipality is required to have a local board of health and a medical officer of health except where a joint health unit has been established to fulfil the requirements of the Act for its constituent municipalities.

Every board of health and health unit is required to appoint such number of sanitary inspectors as it deems necessary and to carry out such inspections of premises, slaughterhouses, dairies, cheese factories, water supplies and food supplies as are necessary to protect the public health. It is also required to approve the installation of all privy-vaults, cesspools and septic tanks, to ensure the proper disposal of garbage, and to use all possible care to prevent the spread of communicable diseases.

Under the Public Hospitals Act and The General Welfare Assistance Act, municipalities are also required to provide for the hospitalization and burial of indigents, for which 80% provincial subsidies are provided. Outside the Cities of Ottawa and Eastview, these municipal responsibilities are discharged at the county level.

These may be regarded as the mandatory municipal health responsibilities. The Acts of course also permit the undertaking of additional programmes, and availability of provincial and federal grants offers encouragement for many of these.

MUNICIPAL HEALTH PROGRAMMES

In the review area, the City of Ottawa and the City of Eastview each has its own Board and Medical Officer of Health, and the remaining municipalities are served by the Health Unit of Carleton County and (in the case of Cumberland Township) by the Health Unit of Prescott and Russell County. The Carleton Unit evolved from the Gloucester-Nepean Health Unit and only recently came into effect on September 1, 1964, so that its programme is just getting under way. The Prescott and Russell Unit has been in existence for many years.

Both these Units and both City Boards are of course involved in the mandatory health activities detailed above. These activities are essentially preventive in nature, emphasizing inspection to ensure sanitary conditions throughout the area. Other essentially preventive activities in which all four are engaged include immunization programmes in adult clinics and in the schools for children, and the operation of regular clinics for the detection of tuberculosis and venereal disease and for pre- and post-natal examinations and advice for mothers and young children. Public health nurses are on each staff for these purposes.

Beyond these essentially preventive measures, the City of Ottawa Health Department operates dental treatment clinics primarily for indigent children, has a trained nutritionist on staff to give expert advice on dietary matters, provides psychological services (utilizing school board staff psychologists for the purpose),

operates seven well-equipped health centres in buildings specially constructed for the purpose throughout the City, and provides an extensive programme for the assistance and treatment of elderly and chronically-ill persons through the previously-mentioned Information Services Division of the City Health Department.

The City of Eastview Health Department also provides psychological services in cooperation with the City of Ottawa, and has inaugurated a programme of visiting new mothers and elderly persons in the community to arrange for health or welfare assistance if they need it, and pays for essential indigent dental treatment in Ottawa as required. Studies of students' eating habits and elderly persons' housing needs have also been conducted in Eastview.

Because this is its initial year of operation, it is expected that the Carleton County Health Unit will be fully occupied in establishing a basic programme of sanitary inspection, immunization and food control throughout the County. This will undoubtedly result in an improvement in health services in some parts of the area.

With regard to the Prescott and Russell Health Unit, there is some indication that although its programme is more than adequate, the long distance from the County offices at L'Orignal to Cumberland Township makes proper servicing of the latter difficult. For example, the 1963 and 1964 mobile chest clinic itineraries did not include any points in Cumberland Township, although the area nearer to L'Orignal was evidently well covered.

HOSPITALS

The hospital situation in the greater Ottawa area has recently been the subject of a very thorough study by the Ontario

Hospital Services Commission. The following quotation from the summary report dated December 16, 1964, and released by the Commission outlines the findings and recommendations resulting from this study.

"SUMMARY OF RECOMMENDATIONS BY
THE ONTARIO HOSPITAL SERVICES COMMISSION
REGARDING HOSPITAL NEEDS IN OTTAWA

"The study conducted by the Ontario Hospital Services Commission at the request of the Board of Control of the City of Ottawa, has been designed to develop a plan for a balanced and co-ordinated system of hospitals in Ottawa to serve the Ottawa hospital service area for the period 1965 up to 1970 and to permit the continued orderly development of the system thereafter.

"The significant findings and comments are as follows:

"1. Bed Needs for the Ottawa Service Area

By 1969 there will be a need of 190 additional beds of the active treatment type. This need is in addition to existing beds and beds under construction at Riverside Hospital (295 beds) or planned at the Salvation Army Grace Hospital (123 beds). Of the projected bed need, 110 are of the paediatric type. A few more beds, estimated at 30 to 40, will be required to replace bed loss in the Ottawa General and Ottawa Civic Hospitals brought about by providing additional and needed medical teaching space on hospital wards.

By 1969 the projected additional bed need of the convalescent-rehabilitation type will be 117 beds.

By 1969 the projected total bed need of the chronic care type will be 410 beds. On a statistical basis, a surplus of 317 chronic care beds will exist at that time if all beds of this type presently available continue in use.

In calculating the bed needs, it has been recognized that a significant number of the beds in Ottawa hospitals is occupied by residents of Quebec and these beds have been calculated in the total beds required.

"2. Pattern of Population Growth

For the City of Ottawa, including Eastview and Rockcliffe, the population increase to 1969 has been estimated at a rate of 2 per cent per year.

In the Township of Gloucester the population increase to 1969 has been calculated at 8 per cent per year.

In the Township of Nepean the population increase to 1969 has been calculated at 10 per cent per year.

As a result of these population growth studies, it is apparent that some provision will have to be made for hospital services in the expanding suburban areas.

"3. Role of the Hospitals in Ottawa

In addition to the National Defence Medical Centre, two other hospitals -- the Ottawa Civic and Ottawa General -- are University teaching hospitals. These hospitals have special needs to subserve their teaching functions, and these will be assessed in the light of the recent Provincial announcement regarding assistance to medical schools and teaching hospitals. The assessment is not dealt with in detail in this study.

"4. The Need for Paediatric Facilities

The study has indicated that by 1969 a shortage of 110 beds for paediatric patients will exist. The estimated need for paediatric beds by 1969 is 360 beds. Presently available or to come available are the following:

Civic	- 76	
General	- 101	
St. Louis	- 42	
	219	
Riverside	- 32	(under construction)
	251	

"5. The Ottawa Civic Hospital

This hospital has a rated capacity of 1088 beds. Several of the service departments, especially the out-patient department, laboratory, hospital stores and administration area, are inadequate in size and design.

The West Lawn Pavilion is unsuitable for patient care by any modern standard.

The East Lawn Pavilion is separated from the hospital and is not too suitable as patient accommodation, and might well be converted to other use.

The paediatric wing is too small with consequent overcrowding and is generally deficient in services, isolation and treatment facilities.

The hospital requires more facilities for its teaching function and more interne accommodation.

"6. Ottawa General Hospital

This hospital has a rated capacity of 626 beds. There are serious deficiencies in size and design in the Out-patient department, laboratory, physical medicine department, x-ray department and in the surgical suite. The paediatric department is overcrowded and needs more space and better facilities. The hospital also requires considerably more facilities for medical teaching.

"7. St. Louis-Marie de Montfort Hospital

This hospital has a rated capacity of 229 beds, is relatively new, provides good accommodation for patients and has few deficiencies. One difficulty with this hospital is the relatively small number of beds of the general medical and surgical type with a resultant difficulty in attracting medical staff.

"8. Salvation Army Grace Hospital

This hospital has a rated capacity of 77 beds with obsolete buildings and serious deficiencies in services. Plans have been drawn to expand the hospital to 200 beds but finances are inadequate at the present time to permit construction to proceed.

"Recommendations regarding the provision of active treatment beds are as follows:

1) Further bed expansion of the Ottawa Civic Hospital and the Ottawa General Hospital is not recommended except insofar as the provision of paediatric beds at the Ottawa Civic Hospital is concerned.

2) Every effort should be made to get the proposed building expansion underway at the Salvation Army Grace Hospital as soon as possible.

3) An addition of 100 beds of the active treatment type, with the inclusion of a small number of paediatric beds, should be developed by 1969 at the St. Louis-Marie de Montfort Hospital to provide needed beds in the area served by the hospital.

4) Riverside Hospital should be expanded by 1969 to provide a further 40 paediatric beds.

5) If the present rate of growth in Nepean Township is maintained a hospital of up to 200 beds is recommended for construction by 1969 in the township.

6) If a hospital is not developed in Nepean Township, additional active treatment beds up to 200 beds are recommended for the Riverside Hospital by 1969.

7) When 200 beds have been added either at Riverside Hospital or in Nepean Township, it is recommended that the West Lawn Pavilion (177 beds) at the Civic Hospital be abandoned as patient accommodation.

"The recommendation regarding the provision of beds of the Convalescent-Rehabilitation type is as follows:

That a regional Rehabilitation Centre with 100 beds and a large out-patient facility be constructed in Ottawa, preferably on the grounds of the Royal Ottawa Sanatorium. This would include about 15 beds for the special requirements of rehabilitation of children.

"With regard to paediatric hospital facilities in Ottawa, the following are pertinent information, comments and recommendations.

1. The determination of the need for paediatric beds presents several problems and the estimates will require continuing assessment. Factors such as the birth rate,

population growth, percentage of population in the age group 0 to 12 years, etc., require continuing study as does the use of Ottawa hospitals by paediatric patients from Quebec and the role of the hospitals as a referral centre for the Ottawa Valley area.

2. Based on the present admission policies of the Ottawa hospitals whereby paediatric admissions are limited to the age group 0 to 12 years, the occupancy levels of the existing paediatric services and the usual wide seasonal fluctuations in occupancy, it is estimated that the need for paediatric beds is as follows:

1964 - 300 beds
1969 - 360 beds

There are 219 beds available now with 32 beds under construction in Riverside Hospital to give a shortage of 49 beds when Riverside Hospital is completed in 1966.

3. The Paediatric wing at the Civic Hospital is overcrowded, poorly designed and does not permit easy expansion or renovation.

4. The Paediatric wing at the Ottawa General Hospital is better designed and of a better standard than that at the Civic Hospital but requires renovation and improvement in certain areas.

5. The Paediatric wing at the St. Louis-Marie de Montfort Hospital is of a satisfactory standard although frequently overcrowded.

.....

"It is agreed that there is a shortage of beds for paediatric patients in Ottawa and that the paediatric services are consequently overcrowded. It is also agreed that the paediatric department at the Ottawa Civic Hospital is not of a modern or acceptable standard. It is possible by planning, however, to correct these deficiencies and increase the beds available without building an entirely new hospital and at considerably less expense.

.....

"If a hospital for children were constructed in Ottawa, a building of about 400 beds would be necessary, involving a capital cost of some $10 million. The construction of the hospital would then be followed by the closure of the existing paediatric services if unnecessary duplication were to be avoided. The total costs of operating the hospital with its own heating plant and other services would, in the experience of the Commission, involve very substantial annual expenditures, considerably in excess of the costs involved in operating the present or the recommended expanded paediatric facilities.

"The Commission, charged with the responsibility of developing a balanced and integrated system of hospitals, is therefore of the opinion that it can hardly justify at the present time the establishment of a separate children's hospital in Ottawa. It may well be that future growth in the area and changes in the pattern of medical and hospital

care would justify a re-examination of our position. We do feel, however, at the present time that the following recommendations will deal with the situation.

1) That a new Paediatric Department of at least 125 beds be constructed as part of the Ottawa Civic Hospital.

2) That early studies be made of the Paediatric Department at the Ottawa General Hospital, designed to relieve overcrowding and improve services.

3) That by 1969 the additional paediatric beds required be obtained by

   - addition of 20 beds at St. Louis-Marie de Montfort Hospital
   - addition of 40 more beds at Riverside Hospital.

4) That if a hospital is built in Nepean Township, an allocation of paediatric beds be made to the hospital.

"As pointed out above, a substantial statistical surplus of hospital beds of the chronic care type continues to exist in Ottawa. This surplus must be studied in relation to the overall community programme for care of the elderly. We would consider that this whole problem requires a separate study which the Commission could arrange to carry out with the City and other interested agencies."

The direct involvement of the City of Ottawa in the financing, construction and operation of the Ottawa Civic Hospital and the Riverside Hospital should also be noted, along with the debenture debts undertaken by the City on behalf of the Perley Hospital, the Royal Ottawa Sanatorium and St. Vincent's Hospital. Few municipalities are so deeply involved in the hospital business.

MUNICIPAL HEALTH EXPENDITURES AND DEBT

Table 8-2 shows the expenditures, grants and debenture debt for health services and facilities of the municipalities in the review area for the years 1951 and 1963.

The high proportion - 95% - of the area's 1963 net expenditures accounted for by the City of Ottawa is notable. Ottawa is also the only municipality with any debenture debt shown for

TABLE 8-2. MUNICIPAL HEALTH EXPENDITURES AND DEBT IN THE REVIEW AREA, 1951 and 1963.

MUNICIPALITY	ANNUAL EXPENDITURE ($000's)										DEBENTURE DEBT ($000's)	
	Operation & Maintenance		Capital Expenditure Out of revenue		Gross Expenditure		Less Provincial Grants		Net Expenditure			
	1951	1963	1951	1963	1951	1963	1951	1963	1951	1963	1951	1963
Urban	1,444.1	1,176.8	3.1	5.3	1,447.2	1,182.1	4.2	218.4	1,443.0	963.7	2,638.0	4,116.0
Ottawa	1,443.8	1,117.7	3.1	5.3	1,446.9	1,123.0	4.2	202.4	1,442.7	920.6	2,638.0	4,116.0
Eastview		58.8				58.8		16.0		42.8		
Rockcliffe Park	0.3	0.3			0.3	0.3			0.3	0.3		
Suburban *												
Nepean and Gloucester	3.0	56.0		2.3	3.0	58.3		48.7	3.0	9.6		
Outer Municipalities	10.8	5.1			10.8	5.1			10.8	5.1		
County of Carleton	40.1	11.1			40.1	11.1		13.6	40.1	-2.5		
Review Area	1,498.0	1,249.0	3.1	7.6	1,501.1	1,256.1	4.2	280.7	1,496.9	975.9	2,638.0	4,116.0

Source: Annual Report of Municipal Statistics, Ontario Department of Municipal Affairs.
Annual Municipal Auditor's Reports.

* includes Gloucester-Nepean Health Unit expenditures, which in addition to Gloucester and Nepean, also covered March, North Gower, Richmond and Stittsville in 1963.

health facilities ($4,116,000.); this is debt borne by the City for the Civic Hospital ($3,769,000.), Perley Hospital ($150,700.), St. Vincent's Hospital ($73,000.) and the Royal Ottawa Sanatorium ($123,300.). It is also notable that the City's debt for such facilities increased by 55% since 1951, and of course there is a further increase since 1963 due to the Riverside Hospital.

Table 8-2 of course only reflects the City's net outlay with regard to the Ottawa Civic Hospital. The following gross revenue and expenditure figures for 1963 give a better indication of the magnitude of this commitment:

OTTAWA CIVIC HOSPITAL REVENUES AND EXPENDITURES, 1963

		$
Revenues	from operating (net)	11,651.985
	other income	555,406
	special capital grant - Prov. Ontario	78,375
	City of Ottawa - tax levy	382,691
	Total	12,668,457
Expenditures		
	salaries and wages	8,692,699
	supplies and other expense	3,168,909
	capital expenditure out of revenue	403,500
	expenditure disallowed by O.H.S.C. for prior years	3,442
	discount on debentures etc.	7,621
	debenture interest etc.	190,738
	debenture principal	244,000
	excess of operating requirements over City levy for 1962-63	25,425
	Total	12,736,334
Excess of expenditures over revenues		67,877

Source: City of Ottawa 1964 Current Expenditure Budget.

Time has not permitted an analysis of relative advantages and disadvantages to the City and the hospital and its patients of the City's present involvement as compared to hypothetical operation of the Civic hospital by a fully independent board of hospital trustees.

CHAPTER 9. PLANNING AND RELATED CONTROLS

LEGISLATIVE AUTHORITY

Section 16 of The British North America Act states that "the Seat of Government of Canada shall be Ottawa", but Section 92 gives the provinces exclusive jurisdiction over "Municipal Institutions in the Province", "Property and Civil Rights in the Province", "Generally all Matters of a merely local or private Nature in the Province", and "Local Works and Undertakings other than.....works.....extending beyond .....the Province.....and works declared by..... Parliament.....to be for the general Advantage of Canada ....." (1)

From these provisions, the planning and related development-control machinery available within the review area ultimately derive their authority and their limitations. The lines of authority pass through related federal and provincial legislation, the most important being the series of Federal Acts respecting the Development and Improvement of the National Capital Region, and the Ontario Planning and Municipal Acts.

HISTORY OF PLANNING ACTIVITY

The Act which created the Ottawa Improvement Commission in 1899 with an annual budget of $60,000. marked the first significant Federal government action in the planning and improvement of the national capital. In 1902 the Commission engaged Frederick G. Todd to outline a general scheme of Ottawa's parks, boulevards and driveways. The Commission was augmented by the appointment of a

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(1) "A Consolidation of the British North America Acts, 1867 to 1960, Consolidated as of January 1, 1964" prepared by Elmer A. Driedger, Department of Justice, Ottawa.

Federal Plan Commission in 1913 under the chairmanship of Herbert S. Holt, instructed to "take all necessary steps to draw up and perfect a comprehensive.....plan looking to the future growth and development of the City of Ottawa and the City of Hull, and their environs, and particularly providing for the location.....and beautification of parks and connecting boulevards, the location and architectural character of public buildings and adequate and convenient arrangements for traffic and transportation within the area in question."(1)

The Holt Commission report was presented in 1915, recommending among other items the creation of a national park in the Laurentian Hills, a comprehensive plan for the extension and development of government buildings, proper control of residential and manufacturing districts, and a proper solution to the railway problem. The Commissioners also noted that "We are of the firm opinion that the future improvements in the area about the Capital at Ottawa and Hull should not be attempted without first establishing a Federal district and securing for the Federal authority some control of local government."(2)

The first world war prevented any action on these proposals, although the Government increased its annual grant to the Ottawa Improvement Commission to $150,000. in 1917, and the Commission continued its improvements, including the construction of Island Park Drive, the development of Hampton Park and the proposal of the Champlain Bridge.

Meanwhile, another Plan for the improvement of the capital, in many ways as comprehensive as the Holt report was presented

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(1) quoted in: Eggleston,W., "The Queen's Choice", p. 167.

(2) From the letter accompanying the presentation of the report to the Government, quoted in Eggleston, W., "The Queen's Choice", p. 168.

by Noulan Cauchon, planning assistant to the City of Ottawa. In addition to numerous planning proposals, Cauchon proposed a semi 'Federal district' which would give a federal commission control over public utilities and important physical features of the capital region, while preserving local autonomy in other matters. The Cauchon report was never implemented.

In 1927 however, the Federal government replaced the Ottawa Improvement Commission by the Federal District Commission, giving it greater power, an area of jurisdiction including Hull, and a larger budget. In spite of the depression, substantial progress was made during the pre-war years, including the construction of Confederation Square, the War Memorial and the Champlain Bridge and extension of the Federal District Commission park system and driveways. Jacques Gréber was first retained as planning consultant in 1937.

Meanwhile the City of Ottawa, like most municipalities, was facing the severe financial difficulties brought on by the depression and aggravated in this case by the large proportion of properties in the City which were owned by the Federal government and exempt from local taxation under the British North America Act. The City was in no position to undertake the extensive local planning and implementation which was increasingly required.

The second world war interrupted the work of the Federal District Commission and brought a great influx of civil and military personnel to the area, with a corresponding increase in the demand for municipal services. This led, in 1944, to a Joint Inquiry of the House of Commons and Senate to investigate the City's request for significantly better financial terms than the then current federal grant of $100,000. per year (plus payment for certain specific services). The Joint Committee recommended an

increase in this annual grant in lieu of taxes to $300,000; it also recommended that the powers and jurisdiction of the Federal District Commission be increased, adding that "the development of Ottawa as a national capital must not be held up pending settlement of the larger question of 'a Federal district'."

In 1945 the Government defined a 900 square mile area on both sides of the Ottawa River as the "National Capital District", and M. Gréber was commissioned to prepare a master plan for it, in close cooperation with the Federal District Commission and the affected municipalities. This plan was published in 1950, the fourth comprehensive scheme for the area since the turn of the century. It has since formed the basis for the work of the Federal District Commission and its successor, the National Capital Commission. Unlike its three predecessors, (the proposals of Todd, the Holt Commission and Cauchon), the Gréber plan has been followed by determined implementation and all its major proposals are now well on the way to realization. From 1947 to 1964, Commission expenditures on the development and improvement of the National Capital Region have totalled over $112 million.(1) More than two-thirds of this has been spent since 1958 when a new National Capital Act was enacted, changing the name of the Federal District Commission to the National Capital Commission, doubling the National Capital Region to 1,800 square miles and greatly enlarging the financial resources of the Commission. The purchase of greenbelt lands and increased National Capital Commission grants to municipalities for various capital projects and in lieu of taxes also commenced at this time, and in the following year the National Capital Commission was authorized to proceed rapidly to complete the railway relocation programme.

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(1) Sixty-Fourth Annual Report, 1963-1964, National Capital Commission.

Meanwhile, the Province of Ontario enacted a new Planning Act in 1946 and under its permissive terms, the Ottawa City Council took steps to establish a joint Ottawa Planning Area and Board which were constituted by the Minister of Planning and Development early in 1947. The City of Ottawa was named as the "designated municipality", and the Joint Planning Area includes Eastview, Rockcliffe Park, Nepean, Gloucester, March, Torbolton and Fitzroy. The Board's first report stressed the need for "unified administration of municipal services and the application of controls now available under Provincial Statutes",(1) and served as a major influence in the City's decision to apply to the Ontario Municipal Board for annexation of those adjacent areas which the Gréber plan indicated would be required for the future urban development, and to which it was feasible to extend the City's water and sewer services.(2)

The annexation application was in large part granted, effective January 1, 1950, incorporating most of its former suburbs in a new City nearly five times enlarged. The City of Ottawa has since grappled continuously with massive planning, development and re-development problems and has in the process adopted a reasonably comprehensive Official Plan and prepared a comprehensive zoning by-law covering the enlarged City. But this work has so preoccupied the City's planning staff, which is the only staff of the Ottawa Planning Area Board, that the Board has not undertaken any comprehensive planning for the remainder of the Joint Planning Area. The greenbelt which cuts through the Joint Planning Area at some distance from the City has however been almost completely acquired by purchase by the National Capital Commission.

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(1) Report of the Ottawa Planning Area Board on the future development of the City of Ottawa and its environs, December 1947, p.11.

(2) According to the 1949 "Report on Water Supply and Sewage Disposal for the City of Ottawa and Related Areas" prepared for the Ottawa Planning Area Board by the firm of Gore and Storrie, Consulting Engineers. The cost of this report was shared by Ottawa (1/3), Federal District Commission (1/3), and Nepean, Gloucester, Eastview and Rockcliffe Park (1/3).

Meanwhile, development pressures, extending beyond the enlarged City limits to and through the greenbelt, have led to significant growth and initial planning activities in former fringe areas, particularly in Nepean and Gloucester, which have become the new "suburbs".

Increasing Federal grants, both in-lieu-of-taxes, and toward numerous specific projects, along with considerable technical planning assistance from the National Capital Commission, and increasing provincial aid in many fields, have materially helped to enable the municipalities to undertake this planning activity.

The post-war period has thus seen dramatic development of both federal and municipal planning and development-control activity, with evidence of considerable voluntary cooperation among the governments involved.

THE CURRENT SITUATION

The inventory of municipal planning machinery and controls presented in Table 9-1 shows that in spite of the above achievements, the review area's current planning activity still displays several shortcomings.

One of the most serious of these is not readily apparent from the table but has been mentioned above; it is the fact that the Ottawa Planning Area Board,[1] staffed entirely by the City does not

(1) The membership of the Board comprises:

the Mayor of the City of Ottawa a Controller of the City of Ottawa (usually serving as Chairman) the Reeve of Nepean Township the Reeve of Gloucester Township	1-year term
5 citizen members, traditionally including staff representatives of the National Capital Commission, of Central Mortgage and Housing Corporation, and of the Ottawa Hydro Commission.	3-year term

all appointments are nominated by City Board of Control and Council and approved by the Minister of Municipal Affairs.

TABLE 9-1. PLANNING BOARDS, OFFICIAL PLANS, ZONING, SUBDIVISION CONTROL AND BUILDING BY-LAWS IN THE REVIEW AREA, 1964

Symbols: Xpt. = covers part of municipality only. (X) = under preparation. -X- = prepared but not in force. X = in force or active.

MUNICIPALITY	Planning Board			Full-Time Professional Planning Staff	Committee of Adjustment	Official Plan	Zoning By-law	Area of Subdivision control By-law	Building By-law	Building Appearance By-law	Housing Standards By-law
	Joint	Single Subsidiary	Single Independent								
Ottawa *	X			X		X	-X-	X	X	X	X
Eastview *		X			X	(X)	X	X	X		
Rockcliffe Park *							X	Xpt.	X		
Nepean *				X			Xpt. (X)	X	X		
Gloucester *		X			X	Xpt. (X)pt.	X	Xpt.	X		
Cumberland			X			(X)pt.	X	X	X		
March *							X	X	X		
Torbolton *						-X-	(X)	X	X		
Fitzroy *							X		X		
Huntley									X		
Goulbourn							X	X	X		
Richmond							X				
Stittsville			X			(X)	X	X	X		
Marlborough							X		X		
North Gower			X				Xpt.	X	X		
Osgoode			X				X	X	X		

* included in Ottawa Joint Planning Area.

really function as a joint board. Thus, in spite of the existence of County and City Technical Advisory Committees to the Board[1] which provide channels for coordination at the technical level, the Board itself evidently deals with relatively few matters outside the City of Ottawa, and these generally are of comparatively minor importance.

It was not always so; in its early years the Board approved in principle the Gréber plan and adopted its proposals for major thoroughfares, parkways and railway relocation in the Official Plan of Highways, Parkways and Railways of the City of Ottawa and Environs, 1953. The Board also refused to approve several applications in the area designated in the Gréber plan for greenbelt, but this attempt to preserve the greenbelt by decreeing that landowners be deprived without compensation of any development rights failed against determined appeals of the owners to the Ontario Municipal Board and to their elected representatives. This failure of "control without compensation" led to the Federal government's decision to obtain the greenbelt through purchase and expropriation. The Ottawa Planning Area Board has not since attempted to impose any significant planning restrictions on areas outside the City, although it has helped coordinate the programme for the extension of city water and sewer services to parts of Nepean and Gloucester within the greenbelt, and it has adopted an amendment to the Official Plan replacing the highway, parkway and

(1) The composition of these committees is as follows:

County Technical Advisory Committee	City Technical Advisory Committee
a private citizen as Chairman	the Deputy Director for Planning of City Planning & Works as Chairman
the Reeve of Gloucester Township	the City Waterworks Commissioner
the Reeve of Nepean Township	the City Medical Officer of Health
the Ottawa Suburban Roads Commission Engineer	the City Planner
the Carleton County Engineer	the Associate City Planner
the City of Eastview Engineer	the City Traffic Engineer
a staff member of the National Capital Commission.	the City Commissioner of Recreation and Parks
	the General Manager of the Ottawa Hydro Electric Commission
	the Director of Property & Planning National Capital Commission
	the Senior Planner of the National Capital Commission.

railway proposals from the Gréber plan by a revised plan of arterial roads for the entire Joint Planning Area.(1) Within the Ottawa Planning Area the only subsidiary planning boards are those of the City of Eastview and Gloucester Township, while only four municipalities - Cumberland, Stittsville, North Gower and Osgoode - have established planning boards in the remainder of the review area (Table 9-1).

Only the Ottawa Planning Area Board and the Township of Nepean (which has no planning board) have any full-time professional planning staff. The other boards have each received assistance from professional planners on the National Capital Commission staff however, as have several of the municipalities without planning boards.(2) Planning consultants have also been utilized in several cases, the most recent example being Eastview's retention of consultants to prepare an urban renewal plan which will help provide the basis for an Official Plan for that City.

There are only two Committees of Adjustment in the review area, those of Eastview and Gloucester. Similarly, in only two municipalities are Official Plans in force, all of the City of Ottawa being covered as previously noted, and the Blackburn area of Gloucester Township. Torbolton has a draft official plan prepared by a consultant however, and draft plans are also nearing completion for a considerable portion of the remaining area in Gloucester and for the northwest corner of Cumberland, where development is proposed. Official plans are also under preparation in Stittsville and in Eastview, as previously mentioned.

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(1) Other amendments to the Official Plan have added a Parks and Recreation Areas plan, a Land Use Plan, and a section on Plan Procedures. None of these extend beyond the City boundaries however. Thus the Plan is reasonably comprehensive within the City but only deals with Roads beyond the City boundary.

(2) Professional planning assistance provided by the National Capital Commission has been very extensive in several areas, and there is no doubt that it has provided the major professional staff resources outside the City of Ottawa.

The areas under the control of zoning by-laws are much more extensive. Huntley Township is the only municipality without any such protection, although only parts of Nepean, Torbolton and North Gower are presently covered. Comprehensive by-laws for the remaining portion of Nepean (beyond the greenbelt) and the whole of Torbolton are under preparation, however, and the comprehensive by-law for the City of Ottawa has been submitted to the Ontario Municipal Board for approval. Several of the existing by-laws, particularly in the outer municipalities, are of an elementary nature.

Subdivision control by-laws fully cover all but six of the review area municipalities, and two of these - Gloucester and Rockcliffe Park - have such by-laws covering most of their areas (the Rockcliffe Park by-law covers all its undeveloped sections). The four municipalities without any such control are the Townships of Fitzroy, Huntley and Marlborough and the Village of Richmond.

Building by-law coverage in the review area is nearly complete, with only one municipality - Richmond- having no by-law. As with the zoning by-laws however, some of the building by-laws leave something to be desired in the light of modern building requirements.

Finally with regard to more specialized control measures, there are two of significance, both passed under special enabling legislation: A building appearance by-law and a housing standards by-law, in the City of Ottawa. The latter will be discussed further in the chapter on housing and renewal.

From the above inventory it is clear that there are significant gaps evident in the municipal planning machinery and controls in the review area and particularly in those areas beyond the greenbelt which are being subjected to increasing development pressures as noted in Chapter 5. Significantly, the Gréber plan

even as revised by the National Capital Commission, does not provide any detailed concept of development beyond the greenbelt either. In this regard it should be mentioned that the County of Carleton has applied for the creation of a County Planning Area and Planning Board which could help fill some of these gaps and this proposal will of course be considered in preparing the final report of this Review.

Since the Federal government under the British North America Act does not have any of these legal controlling devices available to it, there is a sharp contrast between the well-financed National Capital Commission which can only implement its plans by persuasion or purchase, and many of the area's municipalities which have lacked the resources or desire to make more than partial use of the array of planning and development controls permitted under Provincial Statute.

This contrast in powers points up the vital need for federal-municipal cooperation and coordination in planning for the review area. The fact that there is little formal provision for such continuous coordination(1) suggests that informal or ad hoc liaison, particularly at the staff level, has been significant, especially in carrying out major projects such as the Queensway and major studies like the Economic Prospects survey and the National Capital Transportation Study.

CONCLUSION

The above summary suggests that in spite of significant progress, there are some serious deficiencies in the planning machinery for the review area. When compared with the development proposals and growth prospects for the area beyond the greenbelt which were outlined in Chapter 5, these deficiencies point up an urgent need for effective regional planning and development control. It seems unlikely that this will be achieved in the near future under present administrative arrangements.

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(1) National Capital Commission staff representatives on the Ottawa Planning Area Board and its Technical Advisory Committees and the current proposal to appoint the Mayors of Ottawa and Hull to the National Capital Commission are perhaps the most notable examples of formal measures for coordination.

CHAPTER 10. SANITATION AND UTILITIES

This chapter will discuss sanitation and waste removal, water supply and hydro-electric power distribution. Sanitation and waste removal covers sanitary sewers and sewage disposal, storm sewers, garbage collection and disposal, street cleaning and flushing and air pollution control.

SANITARY SEWERS AND SEWAGE DISPOSAL

In 1949 when the Gore and Storrie Report on Water Supply and Sewage Disposal for the City of Ottawa and Related Areas was presented, Ottawa,[1] most of Eastview, a few houses in Rockcliffe Park, and portions of Nepean and Gloucester[2] were served by a system of predominantly combined sewers which collected sanitary and storm flows together and discharged them untreated, into the Ottawa River.

The Report recommended the construction of a system of separate sanitary collector sewers to serve the entire area within the proposed greenbelt, connecting to an interceptor sewer which would also carry the dry weather discharge from the City's old combined sewers to a sewage treatment plant to be built near the mouth of the Green Creek.[3]

This plan was adopted, and though modified to some extent by later studies, it is being largely implemented. The only significant exception is found in Nepean, which has constructed its own sanitary trunk collector draining westward to a Nepean sewage treatment plant on Watts Creek. Thus the extended City

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(1) the old City, prior to the large annexation in 1950.
(2) remaining development in these municipalities was served by private septic tanks.
(3) one collector, draining the Green Creek watershed directly to the treatment plant was recommended for later construction.

sewer system, while it will soon serve all of Ottawa, Eastview and Rockcliffe Park and the portion of Gloucester Township lying within the outer limit of the greenbelt (including Blackburn hamlet), will not serve any part of Nepean under present arrangements.

The Nepean system is being expanded to serve the portion of that municipality within the outer limit of the greenbelt, including Bell's Corners. In addition a recently completed Nepean trunk sewer along Greenbank Road will serve several hundred acres south of the greenbelt. Thus the 1949 concept of a unified sewer system serving out to the greenbelt and based on one downstream sewage treatment plant, has already been fundamentally altered by the addition of a second sewage treatment plant located upstream from the City's water intakes and capable of collecting sewage from beyond as well as within the greenbelt.

The large amount of urban development currently proposed or under construction beyond the greenbelt, as noted in Chapter 5, seems about to require further fundamental alteration of the 1949 sewer plan. Various engineering studies have already been prepared dealing with trunk sewer and treatment facilities to serve over 15,000 acres beyond the outer limit of the greenbelt, and involving the creation of much additional treatment capacity at points other than the existing main plant near the mouth of the Green Creek.

These proposals involve three main areas, one to the west including large portions of March and Goulbourn Townships, the Village of Stittsville and a smaller portion of Nepean, one to the south around Manotick including large portions of Nepean, Gloucester, North Gower and Osgoode Townships, and one to the east around Orleans including the northern portion of Gloucester beyond the greenbelt along with the northwest corner of Cumberland Township.

It is significant that only for this eastern area and the Village of Stittsville in the western area are Official Plans under preparation as noted in Chapter 9. Planning considerations in the other areas seem likely to receive attention only after decisions based on engineering studies alone have committed the pattern of development.

The engineering studies also face some critical alternatives with regard to the overall sewage disposal system which will ultimately serve the greater urban area. It must be decided whether the western area beyond the greenbelt is to be served by expanding the Nepean sewage treatment plant at its present location, or by utilizing this plant entirely to serve this western area and diverting Nepean sewage from within the greenbelt into the Ottawa system as originally planned in 1949. A third alternative would be the construction of a new disposal plant farther up the Ottawa River and hence more distant from the waterworks intakes of Ottawa, Hull and Aylmer. Similarly, for the southern area around Manotick, it must be decided whether sewage is to be treated by a disposal plant on the Rideau River, carried by a long gravity trunk into the Ottawa system,(1) or pumped into the western area system. For the eastern area, a decision must be reached between construction of one or two new treatment plants on the Ottawa River just downstream from the Ottawa plant at the Green Creek, and pumping into the latter.

(1) Since the Ottawa system's main interceptor sewer was designed to serve only the area within the greenbelt, it would probably not have sufficient capacity to receive sewage from the Manotick area unless comparable flows from within the greenbelt are diverted elsewhere. As Nepean sewage is presently being diverted from the Ottawa system, some reserve capacity should remain.

These are critical decisions, and they are evidently imminent; it is understood that the Ontario Water Resources Commission has already given preliminary approval to construction of a single disposal plant, located just west of the Gloucester, Cumberland boundary, to serve the eastern area, and that the Townships of March, Goulbourn and Nepean have applied for final Ontario Water Resources Commission approval of a trunk sewer along the western Nepean boundary to the existing Nepean treatment plant on Watts Creek, to serve the western area where the Glencairn and March Ridge developments are under construction.

There would appear to be a need to assure the full coordination of such critical sewer decisions with the regional planning objectives of the federal, provincial and municipal governments involved, and with proper plans for the provision of the full range of municipal services which will be required as a result of urban development. Adequate machinery for such coordination does not seem to exist in the review area at the present time.

STORM SEWERS

Because of the topography and drainage pattern discussed in Chapter 3, storm drainage is apt to be a problem in parts of the review area, particularly during periods of thaw. This commits some of the outer areas to greater expenditures on roadside drainage ditches. Within the urban area, storm drainage is a problem in Eastview and surrounding portions of Ottawa and also in the west end of Ottawa and adjacent portions of Nepean which must be drained through the City to the Ottawa River. The Ottawa-Eastview storm sewer project now under construction should bring a permanent solution to the former problem, and an Ottawa-Nepean storm sewer agreement is currently under negotiation to deal with the latter.

The inter-municipal nature of these and the sanitary sewer problems covered in the previous section are obvious; drainage area boundaries and municipal boundaries seldom coincide. Numerous additional inter-municipal problems of this nature can be expected in future as urban development proceeds.

In addition to the above storm sewer problems, there is the related problem arising from the old combined sewers in the City of Ottawa. As redevelopment of the central areas proceeds, bringing higher densities and sewage flows, it will become essential to build storm relief sewers in these areas to separate the sanitary and storm drainage systems. In fact, the City of Ottawa, in cooperation with the National Capital Commission has already begun such a programme, and the institution of the City's high-rise redevelopment changes should assist materially in financing it. The magnitude of the total programme which will be required to fully separate storm from sanitary drainage in these areas is not yet known pending completion of consultants' studies, but it seems certain that the total cost will run to many millions of dollars, and that the programme will likely take ten to fifteen years to complete. As many of the governmental, commercial and other facilities in the central area serve the Federal government and residents of most of the municipalities in the review area, this major problem would appear to have some metropolitan significance.

GARBAGE COLLECTION AND DISPOSAL

Although an essential and somewhat costly service, garbage collection and disposal does not appear to be a serious problem in the review area at this time.

Six of the outer townships have no collection arrangements (though individual residents may contract privately

for garbage removal) but maintain township dumps. In one of these however, - Goulbourn - the Glencairn subdivider has contracted for service to the subdivision residents.

All the other municipalities in the area have contracts with private collection firms to serve part or all of their areas, and although the frequency of the pick-ups varies, these services seem to be reasonably adequate and subject to ready improvement whenever residents become willing to pay more taxes for better service.

Establishment of several new dumps has been necessary in the last year or two, but these have evidently been located without great difficulty, the National Capital Commission having cooperated in arranging for suitable greenbelt sites in a couple of cases.

Clearly, however, the urban developments under way or proposed beyond the greenbelt may shortly require the affected townships to arrange for additional garbage collection services and dump facilities on a considerable scale.

STREET CLEANING AND FLUSHING

This service is presently only undertaken by the City of Ottawa (which sweeps and flushes) and the City of Eastview (which utilizes a sweeper only). The Village of Rockcliffe Park also undertakes a sweeping each spring. In time, need for this service in other areas may develop, but it is not as an essential service as snow removal, which is dealt with in the following chapter on transportation.

AIR POLLUTION CONTROL

Until recently, when Gloucester Township passed an air pollution control by-law, the City of Ottawa was the only

municipality in the review area which was active in this field. Ottawa is still the only municipality with a staff equipped and trained to enforce effective control measures, and it is possible that Gloucester might be willing to enter an agreement with Ottawa whereby investigation of pollution in Gloucester would be handled by the City's staff.

As air pollution affects residents of all municipalities in the polluted area, this is clearly a function of metropolitan concern.

Municipal expenditures and debt on account of the above sanitation and waste removal functions (sanitary sewers, sewage disposal, storm sewers, garbage collection and disposal, street cleaning and air pollution control) are given in Table 10-1, which shows the high proportion borne by the City of Ottawa, and the dramatic increases experienced since 1951. During this period, review area current annual expenditures on these items increased by 129%, and debt by 315%.

WATER SUPPLY

As in the case of sanitary sewers and sewage disposal, water supply for the then-anticipated future urban area (within the greenbelt as proposed in the Gréber plan) was dealt with in the 1949 Gore and Storrie Report. Again as with the sanitary sewer plan proposed in that report, the proposed water supply plan to serve the entire area within the greenbelt through extension of the Ottawa waterworks system was adopted. But unlike the sewer proposals, the water supply and distribution plan is still being very closely adhered to.

It is not immediately threatened with significant alteration by proposed developments beyond the greenbelt, because

TABLE 10-1. MUNICIPAL SANITATION AND WASTE REMOVAL[1] EXPENDITURES AND DEBT IN THE REVIEW AREA, 1951 and 1963

MUNICIPALITY	Current Expenditure[2]			Debenture Debt		
	1951 $	1963 $	% change	1951 $	1963 $	% change
Urban	1,225,000	2,709,500	121%	3,185,000	13,211,300	315%
Ottawa	1,186,600	2,517,700	112%	3,128,300	12,176,300	290%
Eastview	27,600	161,300	484%		1,035,000	
Rockcliffe Park	10,800	30,500	183%	56,700		-100%
Suburban		92,700				
Nepean		59,800				
Gloucester		32,900				
Outer Municipalities	1,000	9,000	800%			
Total Review Area	1,226,000	2,811,200	129%	3,185,000	13,211,300	315%

Source: Annual Reports of Municipal Statistics, Ontario Department of Municipal Affairs.
Annual Municipal Auditor's Reports.

(1) includes sanitary sewers and sewage disposal and storm sewers, garbage collection and disposal, street cleaning, air pollution control.

(2) includes operation, maintenance, debt charges and capital expenditures out of current revenue.

in each case these are being based on groundwater supplies involving central deep wells and local distribution systems. And it is being adhered to within the outer limit of the greenbelt because each of the other municipalities involved has entered into agreement with the City of Ottawa for its water supply.

Thus the City's system, based on two 42 million-gallon-per-day filtration plants at Britannia and Lemieux Island,(1) is being extended to serve the entire area within the greenbelt.

In the case of Eastview and Rockcliffe Park, the City wholesales water at their boundaries where it is metered, and distribution within the municipality is handled through local mains. Water bills are collected locally.

In the case of Nepean and Gloucester, the agreements require construction of mains at township expense (subdividers in each case are now required to build and donate local distribution mains free to the municipality) but to City specifications; thereafter, however, the City takes over operation, maintenance, meter-reading and billing.(2)

Practically all services in the area are now metered, the result of a large-scale meter installation programme of the 1950's. The City charges higher "non-resident" rates to the four municipalities thus served through its system.

Under these arrangements, water supply does not appear to pose the serious issues as in the case of sewage disposal.

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(1) Each is capable of doubling its capacity through expansion.
(2) The Township of Gloucester adds the sanitary sewer surcharge to the meter bills, as is done in the City and thereby contributes to the general sanitary sewage trunk and treatment facility costs of the City.

However, the proposals to base extensive urban developments beyond the greenbelt on groundwater supplies are perhaps questionable, at least in terms of the long-term prospects for reliability of groundwater resources.

Groundwater in the review area presents a mixed picture. In some sections, shallow wells have been satisfactory, in others they have proven inadequate, drying up readily or producing poor water. Similarly, with deep drilled wells, sometimes the water obtained is satisfactory, while in other cases, it is salty or mineralized, making it unsuitable for drinking. There is thus the prospect that groundwater supplies may be affected not only by a long-term or permanent lowering of the water table, but that large-scale pumping from this source may in time "bring in" salty or mineralized water instead of the originally potable water.

Under these conditions there would seem to be no assurance that at some future time, the proposed urban developments beyond the greenbelt may not require water supplied from the Ottawa or possibly the Rideau River. Should this ever prove to be the case, it would appear that expansion of the City's filtration plants could provide an economical supply of treated water as their ultimate capacity will be greater than the area within the greenbelt is likely to require. If, after careful study, it should appear at all probable that groundwater will prove inadequate, this would suggest the need for long-term planning of a regional water system covering all areas beyond the greenbelt which are proposed for development.

Waterworks expenditures and debt in the review area since 1951 are given in Table 10-2, which shows an overall increase of 181% in annual current expenditures and 198% in debt. Unlike the sanitation and waste removal costs, however, these are not a tax burden, being covered entirely by the water rates charged for the

TABLE 10-2. MUNICIPAL WATERWORKS EXPENDITURES AND DEBT IN THE REVIEW AREA, 1951 and 1963.

MUNICIPALITY	Current Expenditures[1]			Debenture Debt		
	1951 $	1963 $	% change	1951 $	1963 $	% change
Urban	1,727,300	4,720,800	173%	5,522,200	16,465,000	198%
Ottawa	1,651,700	4,308,700	161%	5,512,800	16,351,000	197%
Eastview	58,100	355,200	512%		45,000	
Rockcliffe Park	17,500	56,900	225%	9,400	69,000	634%
Suburban		137,000				
Nepean		121,500				
Gloucester		15,500				
Outer Municipalities		2,500				
Cumberland		2,500				
Total Review Area	1,727,300	4,860,300	181%	5,522,200	16,465,000	198%

Source: Annual Reports of Municipal Statistics, Ontario Department of Municipal Affairs.
Annual Municipal Auditor's Reports.

(1) includes operation, maintenance, debt charges and capital expenditures out of current revenue.

sale of water. As with sanitation and waste removal, the large portion of total costs borne by the Ottawa system is evident.

LOCAL IMPROVEMENTS

It should be noted that neither Table 10-1 nor 10-2 includes the full cost of sewer or water mains, as local mains financed under the Local Improvement Act are excluded. Unfortunately, it has not been possible to obtain a breakdown of local improvement totals into their sewermain, watermain, road, sidewalk and other components. The total local improvement debt and taxes for owner's shares are however given in Table 10-3 to indicate their magnitude, and particularly their dramatic increase since 1951. This increase has been greatest in the City of Ottawa where local services for much of the development annexed in 1950 and for most new subdivisions built during the 1950's were installed as local improvements.

HYDRO ELECTRIC POWER

Only four municipalities in the review area have their own hydro-electric systems. These are the City of Ottawa, the Townships of Nepean and Gloucester(1) and the Village of Richmond. Of the other municipalities Eastview and Rockcliffe Park obtain their supply from the Ottawa Hydro-Electric Commission which bills their residents and charges Ottawa rates just as if they were part of Ottawa. In the remaining municipalities, service is provided directly by the Hydro Electric Power Commission of Ontario.

Ottawa Hydro rates are considerably lower than Ontario Hydro rates to consumers and are indeed among the lowest anywhere. The Nepean, Gloucester and Richmond Commissions were also formed to secure lower rates for their customers, although none are as low as the Ottawa rates, partly because the Ottawa system generates

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(1) Gloucester is just in the process of taking over from Ontario Hydro and establishing its own Commission, which was approved by plebiscite last December and is expected to be in operation by July 1, 1965.

TABLE 10-3. LOCAL IMPROVEMENT DEBT AND TAXES IN THE REVIEW AREA, 1951 and 1963.

MUNICIPALITY	Local Improvement Debt						Tax Levy for Owner's share of Local Improvements		
	1951			1963					
	owner's share $	municip-ality's share $	Total $	owner's share $	municip-ality's share $	Total $	1951 $	1963 $	% change
Urban	1,014,400	1,088,400	2,102,800	*	*	19,086,300	251,800	1,913,600	661%
Ottawa	937,400	1,004,400	1,941,800	10,682,700	7,891,400	18,574,100	241,600	1,831,000	660%
Eastview		52,000	52,000	*	*	282,900		47,600	
Rockcliffe Park	77,000	32,000	109,000	176,500	52,800	229,300	10,200	35,000	243%
Suburban	4,900		4,900	753,100		753,100	600	67,400	
Nepean	4,900		4,900	753,100		753,100	600	65,800	
Gloucester				*		*		1,600	
Outer Municipalities	*		*	15,900		15,900	3,300	7,100	116%
Total Review Area	1,019,300	1,088,400	2,107,700	*	*	19,839,400	255,700	1,988,100	678%

Source: Annual Reports of Municipal Statistics, Ontario Department of Municipal Affairs.
Annual Municipal Auditor's Reports.

* not segregated.

some of its own power whereas the others purchase all their power wholesale from Ontario Hydro. Under these conditions, it might have appeared advantageous for Nepean and Gloucester to secure Ottawa Hydro service on the same basis as Eastview and Rockcliffe Park, but the Ottawa Commission is paying off debt undertaken in 1950 when it purchased the Ottawa Light, Heat and Power Co., and feels that it should not consider expansion until this debt is retired (in 1970).

Street lighting is a municipal responsibility in all areas, and although many streets in the review area require better lighting, improvements are being made as funds permit. New poles, street lights, etc. are paid for by the municipality requiring them in all cases.

As with water supply, hydro expenditures and debt are covered by the hydro rates charged, and do not represent a tax burden. The only exception is street lighting which is paid for from municipal taxation.

CONCLUSION

It is clear from the above discussion that sewage and water questions are of greater concern than the other matters dealt with in this chapter. These questions are not only of vital importance in themselves; they are also intimately related to the significant planning issues treated in the preceding chapter.

CHAPTER 11. TRANSPORTATION

Transportation is of vital concern not only to each municipality but to the review area as a whole. Transportation improvements are among the area's most important assets as noted in Chapter 4, and as the area grows and becomes increasingly complex, its ability to function as an integrated region will depend more and more upon the efficiency of its transportation system.

The main components of this system - roads, public transportation, traffic engineering, public parking and snow removal - will be discussed in this chapter, along with comprehensive transportation planning which is becoming the most vital component of all.

ROADS

The provision of roads in the review area is undertaken by each level of government - the provincial, federal, city, county, village and township. In addition, there are two joint City-and-Suburban Road Commissions, one for Ottawa and one for Eastview, and the Province subsidizes practically all road construction and maintenance expenditures of the municipalities including expenditures of these Commissions. Certain major projects such as the Queensway are joint undertakings of the Provincial, Federal and City of Ottawa governments, and the Trans-Canada Highway of which the Queensway forms a vital link, is a Federal-Provincial responsibility.

There is thus a Provincial Highway system, a (Federal) National Capital Commission Driveway system, City road systems in both Ottawa and Eastview, County road systems in both Carleton and the Cumberland portion of Prescott and Russell Counties, and a

local road system in each of the townships and villages in the review area, in addition to the two City-and-Suburban Road Commission systems and the other joint facilities mentioned above.

Coordination of this multitude of road jurisdictions and allocation of total road expenditures according to greatest need are consequently inherent problems in the review area. This is evident in the sharp contrasts in road quality which are apparent upon comparison of some of the above systems. Thus the Trans-Canada Highway and the Queensway, Highway 31, the National Capital Commission Driveways, the Carleton County roads and the Ottawa-Suburban system are appreciably better roads than some of the other Provincial Highways, the County roads in Cumberland, or most of the City streets in Ottawa and Eastview.

This is largely a reflection of significant differences in ability to pay and in the spending priorities given to good roads by the jurisdictions involved. Until the 1950's for example, the City of Ottawa was essentially a tax-deficient area as Federal grants-in-lieu of taxes fell far short of normal taxation. Coupled with the depression and war years, this situation led to poor initial construction and inadequate maintenance of the City's streets resulting in a heavy inherited backlog of needed road work. The City's major annexation in 1950 added the demands of rapid 'suburban' land development to this backlog, and less favourable provincial grants provided relatively less assistance than received by other municipalities in the area.(1) Although significant progress has been made in recent years, heavy City expenditures will be required for many years to come to bring the entire City system up to adequate standards.

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(1) Cities receive grants equal generally to 1/3 of approved construction and maintenance expenditures, compared to 1/2 for other municipalities, counties and city-suburban commissions.

The Carleton County and Ottawa-Suburban jurisdictions on the other hand, with more favourable grants and relatively fewer competing demands on their supporting tax base,(1) were able decades ago to adopt the farsighted policy of sound initial construction and adequate annual maintenance, resulting in systems among the best of their type in the Province.

The road and related(2) expenditures, grants and debenture debt of municipalities in the review area are shown in Table 11-1 for the years 1951 and 1963. Again, a major portion of review area expenditures and debt is borne by the City of Ottawa but this preponderance is not nearly as great as in the case of most other municipal functions, reflecting the relatively higher priorities given to roads in most of the other municipalities. Significant increases since 1951 are also evident in expenditures and debt in the review area. Gross municipal annual expenditures before grants increase two and one-half times, but provincial grants more than tripled, resulting in a doubling of annual net expenditures over this period. The area's road debt, however, soared to nearly thirty times its level in 1951 when such debts were generally small or non-existent. Over 9/10ths. of this increase has been borne by the City of Ottawa, and it is notable that most of the outer municipalities still have little or no road debt, due largely to the role played by the County in providing roads in this section of the review area.

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(1) Suburban roads commissions are financed by 50% provincial, 25% county and 25% city contributions, the city being required (on request from the county) to contribute the proceeds of up to 1/2 mill levy on its taxable assessment as its share. Under these arrangements reasonably adequate commission budgets are continuously assured. Suburban roads are really County roads which are of special importance to the City. They remain under County ownership.

(2) Expenditures on bridges, curbs, gutters, sidewalks, roadside drainage ditches, snow and ice removal are included.

TABLE 11-1. MUNICIPAL EXPENDITURES[1] AND DEBT FOR ROADS AND RELATED WORKS[2] IN THE REVIEW AREA, 1951 and 1963.

MUNICIPALITY	Annual Expenditure (000's)										Debenture Debt (000's)	
	Operation and Maintenance		Capital Expenditure out of Revenue		Gross Expenditure		Less Provincial Grants		Net Expenditure			
	1951	1963	1951	1963	1951	1963	1951	1963	1951	1963	1951	1963
Urban	1727.8	3122.2	62.8	189.5	1790.6	3311.7	501.6	950.0	1289.0	2361.7	455.2	16699.0
Ottawa	1619.7	2912.3	60.0	170.3	1679.7	3082.6	458.8	894.5	1220.9	2188.1	422.6	16237.8
Eastview	74.1	136.6		13.9	74.1	150.5	26.5	25.7	47.6	124.8		231.9
Rockcliffe Park	34.0	73.3	2.8	5.3	36.8	78.6	16.3	29.8	20.5	48.8	32.6	229.3
Suburban	122.1	810.2		11.6	122.1	821.8	72.9	437.3	49.2	384.5	4.9	131.5
Nepean	77.1	438.7			77.1	438.7	45.4	213.5	31.7	225.2	4.9	11.1
Gloucester	45.0	371.5		11.6	45.0	383.1	27.5	223.8	17.5	159.3		120.4
Outer Municipalities	306.1	940.9	27.1	113.5	333.2	1054.4	167.8	775.7	165.4	278.7	27.9	43.6
County of Carleton	443.2	1572.4			443.2	1572.4	237.6	1004.4	205.6	568.0	114.9	859.0
Total Review Area	2599.2	6445.7	89.9	314.6	2689.1	6760.3	979.9	3167.4	1709.2	3592.9	602.9	17733.1

Source: Annual Reports of Municipal Statistics, Ontario Department of Municipal Affairs.
Annual Municipal Auditor's Reports.

(1) includes City-Suburban Road Commission contributions.

(2) includes expenditures on bridges, curbs, gutters, sidewalks, roadside drainage ditches and snow and ice removal.

Future road needs in the area are currently the subject of three related studies: the National Capital Transportation Study covering the greater Ottawa-Hull area, the Carleton County Road Needs Study covering County and Suburban road requirements within the County and a Provincial Study of regional requirements for Provincial Highways. Results of these studies are expected in the next few months. In addition, the Official Plan of Roads for the Ottawa Planning Area and the National Capital Commission's Driveway Plan already contain extensive road proposals. In the light of this, it appears inevitable that continued heavy road expenditures will be required of all levels of government in the review area.

Full coordination of the planning, financing and programming of all future road works, both within the review area and in relation to adjacent areas, will be required if past disparities are to be overcome and a balanced, efficient road network created. As in other fields, the existing machinery for such coordination, consisting of a few continuing or ad hoc joint committee memberships, and requiring time-consuming inter-governmental agreements for effectiveness, does not appear adequate for such a task. The pooling of resources and effective coordination evident within the County system are perhaps more indicative of what is required.

PUBLIC TRANSPORTATION

Public transportation is provided by only one municipality in the review area, the City of Ottawa.(1) The Ottawa Transportation Commission, established in 1948, was constituted as a self-supporting non-profit agency.

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(1) Both the Hull City Transport Ltd. and the Hull Metropolitan Transport Ltd. operate bus lines from Hull into Ottawa under franchise. The Ottawa Transportation Commission also operates a more limited service into Hull under franchise.

The Commission purchased the system of the private Ottawa Electric Railway Company which had been showing declining profits since 1944 but was still operating well in the black. The Ottawa Transportation Commission, faced with much higher depreciation and debenture costs, and required to extend operations into newly annexed areas after 1950, was soon in financial difficulties which had become serious by 1958. In 1959 special legislation was obtained permitting extensive financial aid from the City to permit the Commission to convert from street cars to an all-bus operation. Since then, the Commission has operated in the black, following a programme of annual bus replacement out of earnings, and has established a sizeable fare stabilization fund.

There are signs of potential future difficulties however. Annual passengers carried have dropped consistently from 1959 to 1963, and although passenger revenue has risen due to fare increases in 1961 and 1963, wages, taxes and other costs continue to rise promising a reduction in future operating surpluses. Such difficulties will be hastened if public policy dictates unprofitable route extensions to adequately serve new development in outer areas of the City.

The high ratios of car ownership, particularly in the suburban areas where 94% of the households have one (Table 5-9), indicate the difficulty faced by public transportation in serving such areas; yet service for housewives and the minority of households without cars can still be essential.

At the present time, the Ottawa Transportation Commission serves only the City of Ottawa and the City of Eastview, with one route running along the Rockcliffe Park boundary. There are, however, two agreements with private developers in Nepean for bus service to their developments, involving an extra zone fare for the riders and

underwriting of capital costs by the developers. Such agreements with adjacent municipal corporations are, under present legislation, only possible after a cumbersome vote of the people in the area to be served; a recent attempt to obtain an amendment permitting simple contracts with such municipalities failed, however.

The above situation, coupled with the urban developments proposed beyond the City boundaries both within and beyond the greenbelt (as detailed in Chapters 5 and 10) suggests a growing need for changes in public transportation if it is to adequately serve the area. It also seems likely that an extended public transportation system would have to be permanently relieved by government of some of its costs if it is to provide such service at reasonable fares. The coordination of public transportation planning with the planning of land use and of all other transportation facilities will also be required if an integrated transportation system is to be achieved. Again, the existing machinery for such coordination does not appear adequate.

TRAFFIC ENGINEERING

As with public transportation, the City of Ottawa is the only municipality to maintain a Traffic Engineering Department. This was established in 1955, following recommendations contained in the report "Traffic and Transportation Plan for Ottawa, Canada," prepared by Wilbur Smith and Associates.

This department, in cooperation with the City's Planning and Works Department, has already instituted innumerable improvements in traffic control and road facilities, including central control of the timing of almost all signal lights in the City. In addition, it is partially filling the growing need for expert advice on the coordination of all transportation and related facilities in the City.

Again there seems no doubt that traffic engineering services will have to be provided to all urban development outside the City if optimum use is to be made of the area's heavy investments in transportation facilities.

PUBLIC PARKING

The Parking Authority of the City of Ottawa is the only such agency in the review area charged with the provision of public parking facilities.(1) The Authority operates five parking lots in the central business district of the City with a total capacity of about 700 cars, and has been financed by the issue of City debentures and by revenue from parking meters as well as its own parking rates.

The National Capital Commission redevelopment plans for the Confederation Square area which are now being implemented, also include the provision of much public off-street parking, in garages both above and below ground.

Off-street and on-street (meter) parking are of course closely related not only to each other, but also to road capacities, traffic congestion and public transportation payloads. While these relationships are perhaps most evident in the downtown area, they are significant throughout the overall transportation system and the provision or absence of parking facilities can thus be used to influence the proportion of people travelling by private and by

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(1) Public parking is also provided by several private parking lots and garages in the City. The provision of thousands of free employee parking spaces for the Federal Civil Servants is also a significant factor in the overall transportation picture.

public transportation. Parking policy could thus play a significant role in the area's overall transportation programme.

SNOW AND ICE REMOVAL

This is an essential function, performed by all municipalities in the review area. Most use their own equipment and operators, but some basic equipment is rented, and standby equipment and plowing of certain roads are contracted in several cases. Ottawa and Eastview clear sidewalks as well as roads, and driveway plowing is available to residents of Rockcliffe Park and March Township at extra cost.

The need in spring for ice blasting in the Rideau River has been referred to in Chapter 3, and this involves close cooperation of the National Capital Commission and the Cities of Ottawa and Eastview. Aside from this, snow and ice removal does not appear to be of serious area-wide concern.

COMPREHENSIVE TRANSPORTATION PLANNING

The growing need for comprehensive planning and coordination of all transportation facilities in the area has been touched on several times in the preceding discussion. It is notable that, aside from the ad hoc transportation studies currently under way, there is no staff devoted solely to such comprehensive planning for even a part of the area.

Although the forthcoming reports of the current transportation studies will undoubtedly recommend very comprehensive plans, experience in other metropolitan areas suggests a need for such coordination on a continuing basis to adjust the overall plan to changing conditions and to deal with innumerable details not covered in it.

CHAPTER 12. HOUSING AND RENEWAL

HOUSING

The provision of elderly persons' housing has already been dealt with in Chapter 8, and a general picture of the total housing stock and its characteristics throughout the review area has been given in Chapter 5. This Chapter will therefore deal only with the provision of housing for low income families.

The need for such housing is suggested by the picture of family income distribution throughout the area discussed in Chapter 5, where it was shown that nearly a quarter of the area's non-farm families have annual incomes under $4,000., the proportion ranging from about 8% in Rockcliffe Park to 47% in Cumberland and Fitzroy.

The bulk of this need is of course met by older private housing in the area. This is evidently frequently at the cost of overcrowding however, for nearly one dwelling in every eight was reported as overcrowded in 1961 (Table 5-9).

Enforcement of the City of Ottawa's Housing Standards By-law since 1952 has resulted in the demolition of nearly 1,400 of the stock of older housing units, and some 1,300 additional units in the City (many of them old) have been lost through demolition for other reasons. Many, perhaps most of these demolitions have depleted the low-income housing stock. Whether these losses have been compensated by the filtering-down process is not known, but it seems possible that private housing in Ottawa for low income families may be relatively more scarce in relation to need today than a few years ago.

The need to augment the supply of such private housing by municipality sponsored rental housing for low-income families has been recognized by the City of Ottawa in three existing limited dividend projects containing 818 such units, and in one existing and two under-construction Federal-Provincial projects containing 307 units. Of all these projects only the two under construction (183 units) will be fully subsidized with rents geared to the incomes of their tenants, and will thus be able to accommodate the large families with low incomes which constitute the hard core of housing need. There is a one-year City residence requirement for admission to the Federal-Provincial projects.

In addition to the above rental housing, the City also sponsored a Federal-Provincial land assembly project in 1952-53 which made some 500 lots available at less-than-market prices to individuals for home construction.

Outside the City, Nepean has sponsored a similar land assembly project on the Borden Farm property, with servicing of 505 lots anticipated by Spring of 1965 and an ultimate total of 1,045 lots.

While such land assembly projects assist many in the lower-middle income groups to acquire home ownership, they are still beyond the means of the most needy.

Comparison of the above provision of municipally sponsored housing with the distribution of low-income families discussed in Chapter 5 suggests that under present arrangements some of the municipalities most in need of it may not feel able to afford it, and that the amount being provided falls considerably short of the review area's total requirements.

URBAN RENEWAL

Urban renewal activity in the review area has so far been undertaken primarily by the National Capital Commission and its predecessors, which have literally transformed the face of the urban area in the most extensive renewal programme ever undertaken in Canada. Some of the most significant parts of this programme are still in progress or just getting under way, including the Confederation Square and LeBreton Flats projects,

The City of Ottawa has also conducted extensive urban renewal surveys, concentrating on areas in poor structural condition, and has embarked on its first major renewal project in the Preston Street area. In conjunction with the rehabilitation and demolition activity resulting from enforcement of the City's Housing Standards By-law, and the control over much private development exercized through the City's Building Appearance By-law and Committee,(1) this programme represents a reasonably comprehensive approach to the renewal needs not met by the National Capital Commission programmes.

The City of Eastview has also recently retained consultants to undertake a comprehensive urban renewal study and recommend a renewal programme for that municipality.

The very existence of such programmes however creates a need for their effective coordination, not only with one another but also with housing, welfare, transportation, park acquisition and other programmes in the area.

(1) Affecting all private construction which faces public lands, buildings or arterial roads.

CHAPTER 13. PARKS, RECREATION AND COMMUNITY SERVICES

PARKS

Although nine municipalities in the review area have Recreation or Community Centre Boards which receive some municipal support (Table 6-3), only the Cities of Ottawa and Eastview have departments with full-time staff devoted to recreation and park matters (Table 6-4).

The park sites under management of the Ottawa Recreation and Parks Department include many acres leased from the National Capital Commission, School Boards and others; on the other hand, much City-owned land is similarly leased to such other organizations. An example of the former is Mooney's Bay Park, leased from the National Capital Commission and maintained by the City department, while Rockcliffe Park, leased to and maintained by the National Capital Commission is an example of the latter. These are evidently regarded as continuous and reasonably satisfactory arrangements. The parkland, boulevards and civic building grounds either owned by the City or leased from other agencies totals 836 acres as of 1964. While this is an impressive total, not all of it is suitable for park development and some is surplus due to its location, while other areas in the City are seriously deficient in park space. The total park deficiency in the City probably amounts to several hundred acres, much of it in the older parts of the City where acquisition is usually very costly. The Official Plan for Parks designates some lands for future acquisition as parks, and some existing parklands for future disposal where not needed.

Many of the Ottawa parksites have been extensively developed with recreational installations of various kinds.

The park acreage in Eastview evidently shows a relatively greater deficiency, reportedly falling far short of any accepted standard.

In the townships which are receiving residential development, park acreage is accumulating as a result of subdividers' 5% dedications. Nepean and Gloucester are probably approaching the time when establishment of parks and recreation departments will have to be considered.

In the remaining townships two large Provincial Parks, one in Fitzroy, the other in Marlborough, provide significant facilities including campsites.

Municipal expenditures and debt for parks, recreation and community services in the review area are given for the years 1951 and 1963 in Table 13-1. The preponderant role of the City of Ottawa which accounts for over 95% of review area expenditures and debt in these fields is evident from the table. Of the other municipalities, only Eastview and Nepean expenditures were very significant in 1963 (the latter due primarily to library expenditures, which are covered below).

The role of the National Capital Commission parklands in the total park picture is of course a most vital one, particularly if the use of Gatineau Park by residents of the review area is taken into consideration. In addition, the National Capital Commission greenbelt may in future provide parksites, golf courses and other recreational facilities as well as the reforestation areas already under way.

RECREATION

The National Capital Commission operates no recreational programmes, and although other groups occasionally arrange to conduct such programmes on National Capital Commission parklands, and one major National Capital Commission property - Vincent Massey Park - is continually available for picnics, etc., the operation

TABLE 13-1. MUNICIPAL EXPENDITURES AND DEBT FOR PARKS, RECREATION AND COMMUNITY SERVICES[1] IN THE REVIEW AREA, 1951 and 1963

MUNICIPALITY	Annual Expenditure (000's)										Debenture Debt (000's)	
	Operation and Maintenance		Capital Expenditure out of Revenue		Gross Expenditure		Less Provincial Grants		Net Expenditure			
	1951	1963	1951	1963	1951	1963	1951	1963	1951	1963	1951	1963
Urban	628.2	1899.9	54.2	121.0	682.4	2020.9		13.4	682.4	2007.5	430.1	1498.0
Ottawa	623.0	1858.1	54.2	121.0	677.2	1979.1		11.0	677.2	1968.1	430.1	1498.0
Eastview	5.2	41.8			5.2	41.8		2.4	5.2	39.4		
Rockcliffe Park												
Suburban	0.2	35.4			0.2	35.4			0.2	35.4		17.8
Nepean		33.9				33.9				33.9		14.5
Gloucester	0.2	1.5			0.2	1.5			0.2	1.5		3.3
Outer Municipalities	1.0	8.1			1.0	8.1		1.0	1.0	7.1	32.5	32.6
County of Carleton												
Total Review Area	629.4	943.4	54.2	121.0	683.6	2064.4		14.4	683.6	2050.0	462.6	1548.4

Source: Annual Reports of Municipal Statistics, Ontario Department of Municipal Affairs.
Annual Municipal Auditor's Reports.

(1) includes libraries.

of full-scale recreation programmes in the review area is essentially handled only by the Ottawa Recreation and Parks Department, and to a much lesser extent, by the Eastview Recreation and Community Services Department. Voluntary community groups also play a significant role in recreation programmes in the area.

The City of Ottawa's recreation programmes, and more particularly its park facilities, are evidently utilized to a considerable extent by residents of other municipalities both within the review area and on the Quebec side of the Ottawa River. This would seem to indicate an area-wide concern for at least certain kinds of parks and recreational facilities.

COMMUNITY SERVICES

Other than the Community Centre Boards mentioned above, Library Boards offer the other significant community services in the review area. There are six Library Boards in the area, providing library facilities in the City of Ottawa, the Township of Nepeanand the Police Villages of Orleans, Manotick and North Gower, while the Stittsville Board has no facilities as yet (Table 6-3). In addition, the City of Eastview provides library service under its Recreation and Community Services Department.(1)

Only the City of Ottawa and the Township of Nepean Boards have full-time professional librarians and extensive book collections however, and it is evident that the Ottawa Public

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(1) There are, of course, numerous other Library facilities in the review area such as the National Library, departmental libraries in many of the Federal government departments, school libraries under the various School Boards, and the University Libraries. While these are certainly a part of the total library picture in the area, they are beyond the scope of this report.

Library system with its staff of 110, a large central library, extensive reference collection, eight branches, bookmobile service, and specialized services such as business and technology, audio visual and children's programmes, is providing the main library service to the area. This is reflected in the figures of Table 13-1, which include library expenditures and debt.

In 1964, there were some 4,800 residents of other municipalities who paid special non-resident fees (adults $5.00, students $1.00, children 0.50¢, - residents pay no fees) to obtain borrowing privileges from the Ottawa Public Library. The Ottawa Board has also received requests from adjacent municipalities for extension of its bookmobile service beyond the City limits. The Board is also planning the future construction of three large regional branch libraries, in the west, south and east sections of the City.

It would thus appear that there are library needs beyond the City boundary which are not being adequately met, and that this is a service of area-wide concern.

CHAPTER 14. POLICE AND FIRE PROTECTION AND ADMINISTRATION OF JUSTICE

POLICE AND FIRE PROTECTION

The number of Police Commissions, the strength of municipal police departments, and the number of fire chiefs and full-time firemen in the review area have been indicated in Tables 6-3 and 6-4.

The municipalities shown without any police force of their own in Table 6-4 all receive their police protection from the Ontario Provincial Police. In the case of Rockcliffe Park, the Village contracts with and pays the Ontario Provincial Police for a permanent Rockcliffe Park detachment of three men and a cruiser. The remaining municipalities are covered by routine Ontario Provincial Police patrols and may call for special aid if required, but do not pay for this service.

There is evidently very close cooperation among all the police forces in the area (including the Ontario Provincial Police and the Royal Canadian Mounted Police) as well as in adjacent municipalities. This cooperation has been achieved without any formal agreements excepting one between the City of Ottawa and the Royal Canadian Mounted Police with regard to policing by the latter of National Capital Commission driveways, Parliament Hill and the Mint. The institution of a new Province-wide Telex system during 1965 will provide for instant typed communication between all police departments of municipalities over 10,000 in population, and will become the basic inter-communication system for the Ottawa, Eastview, Nepean and Gloucester departments in the review area.

Each department, of course, has its own radio communication system as well, and may monitor channels used by the other departments in the area.

Full-time paid fire departments are maintained by Ottawa, Eastview, Nepean and Gloucester. Rockcliffe Park purchases continuous fire protection from Ottawa, paying a share of the Ottawa department's cost calculated according to the ratio of equalized Rockcliffe Park assessment to Ottawa assessment. Protection in the other municipalities is by volunteer brigades, including the joint Goulbourn-Stittsville Fire Commission.

In contrast to police protection, there are many formal fire agreements in effect. In addition to the above agreement with Rockcliffe Park, the City of Ottawa has agreements with Eastview and Nepean which provide that Ottawa may, on request, and if its equipment is not at the time required in Ottawa or Rockcliffe Park, assist in fighting fires in Eastview or Nepean, charging $250. for the first hour and $200. for each additional hour or fraction per vehicle per fire. Numerous other fire agreements exist among the outer municipalities, some on a "per-fire" basis only ($40. per hour being the usual rate) and some involving an annual payment as well ($250. being the usual amount). A County Mutual Aid Agreement which would coordinate all fire forces in Ottawa, Eastview and Carleton County in the event of a serious fire or other emergency has also been proposed. Such a Mutual Aid Agreement is already in effect in Prescott and Russell County, covering Cumberland.

Municipal expenditures and debt with regard to police and fire protection for the years 1951 and 1963 are given in Tables 14-1 and 14-2. Review area annual net expenditures on

TABLE 14-1. MUNICIPAL EXPENDITURES AND DEBT FOR POLICE PROTECTION IN THE REVIEW AREA, 1951 and 1963.

MUNICIPALITY	Annual Expenditure (000's)										Debenture Debt (000's)	
	Operation and Maintenance		Capital Expenditure out of Revenue		Gross Expenditure		Less Provincial Grants		Net Expenditure			
	1951	1963	1951	1963	1951	1963	1951	1963	1951	1963	1951	1963
Urban	1113.8	3086.2	46.4	160.7	1160.2	3246.9	112.3	16.7	1047.9	3230.2		
Ottawa	1078.9	2943.8	46.4(2)	158.6(1)	1125.3	3102.4	105.3	16.7	1020.0	3085.7		
Eastview	25.1	117.2		2.1	25.1	119.3	4.6		20.5	119.3		
Rockcliffe Park	9.8	25.2			9.8	25.2	2.4		7.4	25.2		
Suburban	2.5	145.8		8.0*	2.5	153.8*			2.5	153.8*		
Nepean		78.1		8.0*								
Gloucester	2.5	67.7										
Outer Municipalities		10.5				10.5				10.5		
County of Carleton												
Total Review Area	1116.3	3242.5	46.4	168.7	1162.7	3400.7	112.3	16.7	1050.4	3384.0		

* Gloucester-Nepean Police Dept.

Source: Annual Reports of Municipal Statistics, Ontario Department of Municipal Affairs.
Annual Municipal Auditor's Reports.

(1) includes 109.0 for traffic control.

(2) includes 24.8 traffic lights.

TABLE 14-2. MUNICIPAL EXPENDITURES AND DEBT FOR FIRE PROTECTION IN THE REVIEW AREA, 1951 and 1963

MUNICIPALITY	Annual Expenditure (000's)										Debenture Debt (000's)	
	Operation and Maintenance		Capital Expenditure out of Revenue		Gross Expenditure		Less Provincial Grants		Net Expenditure			
	1951	1963	1951	1963	1951	1963	1951	1963	1951	1963	1951	1963
Urban	1262.2	3277.1	17.8	45.8	1280.0	3322.9	124.6	23.3	1155.4	3299.6	123.0	
Ottawa	1226.2	3151.1	17.8	45.3	1244.0	3196.4	116.7	23.3	1127.3	3173.1	117.0	
Eastview	21.3	91.2		0.5	21.3	91.7	4.3		17.0	91.7	6.0	
Rockcliffe Park	14.7	34.8			14.7	34.8	3.6		11.1	34.8		
Suburban	7.4	139.5		19.7	7.4	159.2	1.4		6.0	159.2		9.6
Nepean	1.2	84.4			1.2	84.4			1.2	84.4		
Gloucester	6.2	55.1		19.7	6.2	74.8	1.4		4.8	74.8		9.6
Outer Municipalities	2.0	19.1			2.0	19.1	0.1		1.9	19.1	10.9	31.0
County of Carleton												
Total Review Area	1271.6	3435.7	17.8	65.5	1289.4	3501.2	126.1	23.3	1163.3	3477.9	143.5	31.0

Source: Annual Reports of Municipal Statistics, Ontario Department of Municipal Affairs.
Annual Municipal Auditor's Reports.

both these services are roughly equal, and have each increased about threefold over this period, while only a small amount of debt for fire facilities is indicated. City of Ottawa expenditures account for over 90% of the review area total for both services.

The function of licensing should also be mentioned in this section on protection. Most of the municipalities in the review area have licensing by-laws controlling various trades, etc. In the City of Ottawa, issuance of licenses is handled by the Police Commission.

ADMINISTRATION OF JUSTICE

COURTS

This function involves the Federal, Provincial, County and City governments in the provision of Judges, Magistrates and Court facilities for the Supreme Court of Ontario, the County Courts, Division Courts, Magistrate's Courts and the Juvenile and Family Court.

Ontario Supreme Court Judges and County Court Judges (who also generally preside over Division Court[1]) are appointed by the Governor General in Council; their salaries, allowances and pensions are fixed and paid by the Federal government. Magistrates and Juvenile and Family Court Judges are appointed and paid by the Province.

Courtroom space, the salaries of Court reporters,[2] stationery and other operating expenses for all these courts are provided by the municipalities which each Court serves.

.....

(1) Judges may also be appointed by the Province alone to sit only in Division Court.

(2) The staff of the Supreme Court of Ontario also serves the Land Titles Office; their staff is paid by the Province.

In the case of the Ontario Supreme Court,[1] the County Court,[2] and the Division Courts[3] which serve Ottawa, Eastview and Carleton County and utilize courtrooms in the Carleton County Courthouse, the above costs are shared by these three municipalities according to an award which provides for annual revision according to their respective populations.[4] With regard to Cumberland and Prescott and Russell County, the situation is similar with Cumberland's share being determined by its portion of equalized County assessment, the only difference being that Prescott and Russell Division Court sittings take place at Leonard, Rockland, Russell and Casselman (4 times per year each) as well as at the County Courthouse at L'Orignal.

In the case of the Ottawa Juvenile and Family Court and Detention Home [5] which serves Ottawa, Eastview and Carleton County and occupies a separate building in Ottawa, the above-noted costs are again shared by these three municipalities but according to a separate award.

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(1) The Ontario Supreme Court hears civil actions involving claims of over $3,000. and criminal cases within its jurisdiction.

(2) The County Court hears civil actions involving claims between $400. and $3,000., and criminal cases within its jurisdiction. County Court Judges also sit in Surrogate Court.

(3) Division Courts only hear civil actions involving claims up to $400.

(4) Eastview's share before it became a City was, of course, determined by its portion of equalized County assessment, and this basis is still evidently used in determining its contribution. The award of cost-sharing does not apply to the portions of the Carleton County Building which are owned outright by the County and the City of Ottawa respectively.

(5) This Court hears cases involving juveniles (under 16), domestic relations, and cases of concern to the Children's Aid Society. Its work is, therefore, closely related to welfare activities, and close relationships are maintained with the various welfare agencies in the area.

In the case of Magistrate's Courts,[1] the City of Ottawa provides two courtrooms[2] and is served by four Magistrates, while the City of Eastview[3] and the County of Carleton each provide one courtroom and are served by one Magistrate each. All costs other than the Magistrates' salaries are borne by the municipality served. Cumberland is served by a Magistrate's Court which sits regularly at Rockland.

Varying portions of the above Court costs are covered by Court fees.

The various courtroom facilities in the review area which have been discussed above apparently provide reasonably adequate space at the present time with the exception of Magistrate's Court space in the City of Ottawa, which, though of modern design and construction, is apparently increasingly insufficient to handle the number of cases which must be heard.

The Magistrate's Court at Rockland serving Cumberland Township is also inconveniently located especially for residents of the western portion of that municipality. This will become more significant if the proposed urban development in northwest Cumberland proceeds.

.....

(1) Magistrate's Courts hear cases involving breaches of the Highway Traffic Act and criminal offences within its jurisdiction.

(2) Both located in the Ottawa Police Headquarters building.

(3) Located at the Eastview City Hall.

JAIL FACILITIES

Ottawa, Eastview and Carleton County are presently served by the County Jail located at the County Building in Ottawa, while Cumberland is served by the County Jail at L'Orignal. Temporary detention cells are also maintained in the Ottawa, Eastview, Nepean and Gloucester Police buildings to hold prisoners until they can be transported to the County Jail.

The costs of operating the Carleton County Jail are shared by Ottawa, Eastview and the County according to an award (based on prisoner population) which fixed Ottawa's share at 90%. Eastview's portion is determined out of the remaining 10% according to the ratio of its equalized assessment to County assessment.

The Jail is over 100 years old, and although its prisoner capacity (106 male, 12 female) is generally still adequate, the area's growing population and the obsolescence of the building[1] leave no doubt that a new Jail will be required in the near future. The present trend is toward regional Jails serving more than one County, which raises difficult questions concerning the proper location of such a new facility.

.....

(1) A grand jury recently reported that the space allotted prisoners in the Jail is inadequate, and that facilities for exercise, work and recreation are practically non-existent.

Municipal expenditures and debt incurred in the administration of Justice in the review area for the years 1951 and 1963 are given in Table 14-3. As with Police and Fire, annual net expenditures have roughly tripled during this period, while debt which was non-existent in 1951 has risen to over $1.2/3 million due primarily to the addition to the County courthouse and a new Juvenile and Family Court building. The City of Ottawa bears only about 56% of the annual expenditures and debt in the case of Justice however.

TABLE 14-3. MUNICIPAL EXPENDITURES AND DEBT FOR ADMINISTRATION OF JUSTICE IN THE REVIEW AREA, 1951 and 1963.

MUNICIPALITY	Annual Expenditure (000's)										Debenture Debt (000's)	
	Operation and Maintenance		Capital Expenditure out of Revenue		Gross Expenditure		Less Provincial Grants		Net Expenditure			
	1951	1963	1951	1963	1951	1963	1951	1963	1951	1963	1951	1963
Urban	240.7	763.2		4.8	240.7	768.0			240.7	768.0		1121.9
Ottawa	240.7	709.5		4.8	240.7	714.3			240.7	714.3		976.0
Eastview		53.7				53.7				53.7		145.9
Rockcliffe Park												
Suburban		5.2				5.2				5.2		
Nepean		5.2				5.2				5.2		
Gloucester												
Outer Municipalities		0.3				0.3				0.3		
County of Carleton	213.9	496.8			213.9	496.8	69.8		144.1	496.8		567.0
Total Review Area	454.6	1265.5		4.8	454.6	1270.3	69.8		384.8	1270.3		1688.9

Source: Annual Reports of Municipal Statistics, Ontario Department of Municipal Affairs.
Annual Municipal Auditor's Reports.

CHAPTER 15. GENERAL GOVERNMENT ADMINISTRATIVE FUNCTIONS AND MISCELLANEOUS FUNCTIONS

GENERAL GOVERNMENT ADMINISTRATIVE FUNCTIONS

These administrative functions serve the executive and legislative branches of municipal government (i.e., the Mayor, Board of Control and Council) and the other "line" departments which in turn serve the municipality's residents more or less directly. The administrative "staff" functions generally do not provide services directly to residents although such services are incidental to some of these functions.

Administrative functions include some of the most important jobs in any municipality, such as finance, clerk's, assessment, legal, audit, personnel, property, purchasing and equipment maintenance.

The total staff engaged in performing these functions in the review area has been indicated in Table 6-4 under the heading "administration", which shows that only Ottawa, Eastview, Nepean and Gloucester have administrative staffs large enough to permit significant specialization in their performance.(1) The City of Ottawa is obviously the only municipality with staffs of any size in these fields, and is in fact the only one with a department for each of the above functions.(2)

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(1) In the outer municipalities, two or more of these functions are usually performed by one staff member. The legal function is performed by "outside" solicitors in all municipalities except Ottawa. The audit function is of course performed by "outside" auditors licensed in all cases as required by the Province; the City of Ottawa also has an audit department however to enable the extensive bookkeeping required.

(2) The purchasing function in Ottawa is performed by a separate division of the Treasury Department.

Several of these functions have area-wide significance for the purposes of this Review, particularly finance and assessment.

The finance function through its control of municipal revenues, expenditures and debt is, of course, intimately involved in the provision of all other municipal services. The magnitude of the total expenditures which municipalities in the review area will be required to make in coming years has been suggested in previous chapters. It is clear that competent financial control, based on comprehensive long-term financial planning and capital programming, will be essential to the efficient functioning of local government in the area.

Efficient and equitable assessment of all properties which will constitute the municipal tax base required to support these expenditures will also be essential as long as real property taxation remains the major source of municipal revenue.

The benefits derived from efficient performance of these and the other administrative functions can far outweigh their costs.

Municipal expenditures on general government administration in the review area for the years 1951 and 1963 are given in Table 15-1 (there has been no debt in either years for these services). Expenditures have increased 2.8 times during this period, and the City of Ottawa again accounts for the major portion - 72% - of the review area total.

MISCELLANEOUS FUNCTIONS

These include all the services involving municipalities which have not been touched upon in previous chapters. The agencies

TABLE 15-1. MUNICIPAL EXPENDITURES AND DEBT FOR GENERAL GOVERNMENT ADMINISTRATION IN THE REVIEW AREA, 1951 and 1963.

MUNICIPALITY	Annual Expenditure (000's)										Debenture Debt (000's)	
	Operation and Maintenance		Capital Expenditure out of Revenue		Gross Expenditure		Less Provincial Grants		Net Expenditure			
	1951	1963	1951	1963	1951	1963	1951	1963	1951	1963	1951	1963
Urban	417.3	1080.0		16.7	417.3	1096.7			417.3	1096.7		
Ottawa	391.7	978.0		16.7	391.7	994.7			391.7	994.7		
Eastview	17.1	83.5			17.1	83.5			17.1	83.5		
Rockcliffe Park	8.5	18.5			8.5	18.5			8.5	18.5		
Suburban	25.4	162.8			25.4	162.8			25.4	162.8		
Nepean	10.8	94.9			10.8	94.9			10.8	94.9		
Gloucester	14.6	67.9			14.6	67.9			14.6	67.9		
Outer Municipalities	25.7	71.2			25.7	71.2			25.7	71.2		
County of Carleton	26.8	55.4			26.8	55.4			26.8	55.4		
Total Review Area	495.2	1369.4		16.7	495.2	1386.1			495.2	1386.1		

Source: Annual Reports of Municipal Statistics, Ontario Department of Municipal Affairs.
Annual Municipal Auditor's Reports.

performing these functions include the City and County Registry Offices, the Land Titles Office, the Commercial and Industrial Development Corporation of Greater Ottawa (supported by Ottawa, Eastview, Rockcliffe Park, Nepean and Gloucester), the Stittsville Industrial Committee, the Ottawa Tourist and Convention Bureau, the (Ottawa) By-ward Market, the (Ottawa) Civic Complaints Bureau, and the Central Canada Exhibition Association.

Space does not permit inclusion in this report of a description of the arrangements under which these operate. This information has been collected by the Review however, as any revision of local government in the area would have to take these agencies into account.

PART IV - MUNICIPAL NEEDS AND RESOURCES

CHAPTER 16. TOTAL FINANCIAL REQUIREMENTS AND RESOURCES

Previous chapters have discussed the wide variation in the need for municipal services found throughout the review area. Significant differences have also been noted in the degree to which the services provided actually meet these needs.

GROSS AND NET EXPENDITURES

In this chapter expenditures on the various municipal services are combined to give a total municipal expenditure picture in both gross and net terms.

Gross expenditures are here defined to include the total annual expenditures of the municipal corporation and its school boards(1). Outlays covered by provincial grants to the municipality and its school boards, and retirement of "recoverable" debts (held by the municipal corporation but covered out of the rates charged by self-sustaining utilities and other municipal enterprises) are included. Gross expenditures thus reflect the total municipal outlay on services(2), and provide a measure of the standard of service provided.

Net expenditures are defined as gross expenditures less provincial grants to the municipal corporation and its school boards, and less debt charges recovered from self-sustaining

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(1) including debt charges and capital expenditures out of revenue, but excluding the expenditures of other boards and commissions except as they are reflected in the outlays of the municipal corporation itself.

(2) Services provided directly by self-sustaining municipal utilities and enterprises, which are not reflected in outlays of the municipality or its school boards, are of course not included. County expenditures on certain services outside Ottawa and Eastview are also omitted per se from tables in this chapter, but the county rates paid by Rockcliffe Park, Nepean and Gloucester are included in their expenditures in the "other" column.

municipal utilities and other enterprises. Net expenditures thus represent the burden borne by municipalities in providing the services. This burden must be financed from the sources of municipal revenue which are generally limited to real property and business taxes, grants in lieu of such taxes on exempt properties, license and permit fees, fines, tax penalties, and any profits from utilities or other enterprises which may be taken into the municipal corporation's revenue.

RELATIVE IMPORTANCE OF EXPENDITURES ON THE VARIOUS SERVICES

The arrangement of the various services in Tables 16-1 and 16-2 is according to the order in which they have been discussed in this report. If they are ranked in order of descending expenditures, the following pattern emerges for the urban and suburban municipalities combined:

Order	Gross		Net	
	1951	1963	1951	1963
1	education	education	education	education
2	debt charges	debt charges	protection	protection
3	protection	protection	debt charges	debt charges
4	roads	other	debt charges	general gov't
5	health	roads	roads	sanitation & waste
6	sanitation & waste	welfare	sanitation & waste	roads
7	general gov't	general gov't	general gov't	other
8	welfare, parks & recreation	sanitation & waste	parks & recreation	parks & recreation
9		parks & recreation	welfare	welfare
10	other	health	other	health

TABLE 16-1. GROSS MUNICIPAL EXPENDITURES[1] BY FUNCTION IN THE URBAN AND SUBURBAN MUNICIPALITIES OF THE REVIEW AREA, 1951 & 1963

MUNICIPALITY		Total		% Distribution of Municipal Total									
		$	%	Education	Welfare	Health	Sanitation & Waste[2]	Roads[3]	Parks & Recreation[4]	Protection[5]	General Gov't[6]	Debt Charges	Other
OTTAWA	1951	19,452,793	100.0	30.1	3.5	7.4	6.1	8.6	3.5	14.8	4.4	20.0	1.6
	1963	63,003,214	100.0	42.8	5.6	1.8	4.0	4.9	3.1	12.5	4.8	15.6	4.9
'51-'63 % change		223.9		360.1	415.9	-22.4	112.2	83.5	192.2	173.8	252.9	152.1	1000.1
1963 per capita $		225.43		96.53	12.56	4.02	9.01	11.03	7.08	28.20	10.73	35.27	11.00
EASTVIEW	1951	680,445	100.0	48.6	2.2		4.1	10.9	0.8	8.0	7.8	10.7	6.9
	1963	3,212,419	100.0	52.7	10.3	1.8	5.0	4.7	1.3	8.8	3.9	7.6	3.9
'51-'63 % change		372.1		412.0	2158.5		484.4	103.1	703.8	417.2	140.3	237.7	148.0
1963 per capita $		126.85		66.91	13.11	2.32	6.37	5.94	1.65	11.17	5.01	9.69	4.68
ROCKCLIFFE PARK	1951	230,113	100.0	32.6		0.1	4.7	16.0		12.3	6.0	12.6	15.7
	1963	599,880	100.0	37.0		neg	5.1	13.1		13.2	4.4	10.7	16.4
'51-'63 % change		160.7		196.5			182.4	113.6		179.9	93.4	122.1	170.7
1963 per capita $		262.03		97.04		0.13	13.32	34.33		34.59	11.58	28.17	42.87
NEPEAN	1951	218,553	100.0	37.4		neg[7]		35.3		1.5	8.1	0.3	13.9
	1963	4,716,556	100.0	62.9	0.4	0.7	1.3	9.3	0.7	4.3	2.8	4.7	12.1
'51-'63 % change		2058.1		3536.6		19433.3		469.0		6003.0	650.3	28646.0	1202.9
1963 per capita $		154.89		97.49	0.58	1.15	1.96	14.41	1.11	6.61	4.36	8.20	19.12
GLOUCESTER	1951	319,952	100.0	64.0	0.9			14.1	neg	2.8	6.4	0.3	
	1963	3,329,590	100.0	61.9	1.6		1.0	11.5	neg	4.7	3.5	4.1	
'51-'63 % change		940.7		907.6	1844.8			751.3	650.0	1628.9	465.4	15795.5	
1963 per capita $		162.38		101.12	2.68		1.61	18.79	0.07	7.63	5.68	6.77	
TOTAL	1951	20,901,856	100.0	31.4	3.3	6.9	5.9	9.1	3.3	14.2	4.6	19.2	2.1
	1963	74,861,659	100.0	45.3	5.2	1.7	3.7	5.5	2.8	11.5	4.5	14.1	5.7
'51-'63 % change		258.2		417.5	460.8	-14.3	128.8	116.1	201.2	189.2	256.3	162.2	873.0
1963 per capita $		209.08		94.76	10.93	3.46	7.83	11.54	5.74	24.02	9.50	29.39	11.91

(1) includes total annual expenditures of each municipal corporation and its school boards (including debt charges and capital expenditures out of revenue). The totals have been adjusted to eliminate the effect of any change in the surplus or deficit position during the year.

(2) includes street cleaning and air pollution control. (3) includes bridges, curbs, gutters, sidewalks, roadside drainage ditches and snow and ice removal. (4) includes libraries and other community services. (5) includes police and fire protection, administration of justice, protective inspection and street lighting. (6) includes the finance, clerk's, assessment, planning, legal, audit, personnel, property, purchasing and equipment maintenance functions.

(7) Joint Health Unit in 1963.

Source: Annual Reports of Municipal Statistics, Ont. Dept. of Municipal Affairs. Annual Municipal Auditor's Reports.

TABLE 16-2. NET MUNICIPAL EXPENDITURES[1] BY FUNCTION, IN THE URBAN AND SUBURBAN MUNICIPALITIES OF THE REVIEW AREA, 1951 & 1963.

MUNICIPALITY		Total $	Total %	% Distribution of Municipal Total: Education	Welfare	Health	Sanitation & Waste[2]	Roads[3]	Parks & Recreation[4]	Protection[5]	General Gov't[6]	Debt Charges	Other
OTTAWA	1951	14,551,729	100.0	30.1	3.6	9.9	8.2	8.4	4.6	18.3	5.8	9.6	1.5
	1963	44,181,039	100.0	38.2	3.4	2.1	5.7	4.9	4.5	17.7	6.8	12.8	3.9
'51-'63 % change		203.6		285.2	185.6	-36.2	112.2	79.2	190.6	195.2	252.9	306.8	672.8
1963 per capita $		158.08		60.43	5.32	3.29	9.01	7.83	7.04	28.06	10.73	20.24	6.13
EASTVIEW	1951	438,623	100.0	40.9	1.8		6.3	10.9	1.2	10.4	12.0	5.9	10.6
	1963	1,946,011	100.0	40.4	6.3	2.2	8.3	6.4	2.0	14.5	6.5	12.6	0.8
'51-'63 % change		343.7		338.0	1425.0		484.4	162.2	657.7	515.7	140.3	856.8	-210.4
1963 per capita $		76.85		31.06	4.82	1.69	6.37	4.93	1.56	11.14	5.01	9.69	0.59
ROCKCLIFFE PARK	1951	169,166	100.0	30.9		0.2	6.4	12.1		13.2	8.1	8.5	20.6
	1963	488,570	100.0	33.5		0.1	6.2	10.0		16.1	5.4	10.9	17.7
'51-'63 % change		188.8		213.5			182.4	138.0		253.8	93.4	267.5	148.5
1963 per capita $		213.41		71.59		0.13	13.32	21.32		34.46	11.58	23.17	37.84
NEPEAN	1951	156,139	100.0	43.5		0.9 (7)		20.3		2.1	11.3	neg	19.9
	1963	3,131,226	100.0	58.1	0.2	0.2	1.9	7.2	1.1	6.4	4.2	4.2	17.0
'51-'63 % change		1905.4		2576.3		220.0		610.4		5103.0	650.3		1140.9
1963 per capita $		102.83		59.76	0.19	0.19	1.96	7.40	1.11	6.61	4.36	4.28	16.13
GLOUCESTER	1951	175,994	100.0	54.0	0.8			9.9	0.1	4.3	11.6		
	1963	1,689,437	100.0	45.5	1.1		1.9	9.4	0.1	9.2	6.9	7.7	
'51-'63 % change		859.9		707.9	1200.0			810.3	650.0	1944.7	465.4		
1963 per capita $		82.85		37.67	0.89		1.61	7.81	0.07	7.62	5.68	6.41	
TOTAL	1951	15,491,651	100.0	30.9	3.4	9.3	7.9	8.6	4.4	17.7	6.2	9.2	2.4
	1963	51,436,283	100.0	39.7	3.2	1.9	5.5	5.3	4.0	16.6	6.6	12.1	5.1
'51-'63 % change		232.0		327.4	208.1	-32.7	128.8	105.2	199.3	212.9	256.3	334.4	613.9
1963 per capita $		144.66		57.05	4.56	2.72	7.83	7.67	5.70	23.91	9.50	17.36	7.36

(1) equal to gross expenditures as defined in Table 16-1, less provincial grants to the municipal corporation and its school boards, and less debt charges recovered from municipal utilities and enterprises.

Source: Annual Reports of Municipal Statistics, Ont. Dept. of Municipal Affairs. Annual Municipal Auditor's Reports.

(2) includes street cleaning and air pollution control. (3) includes bridges, curbs, gutters, sidewalks, roadside drainage ditches and snow and ice removal. (4) includes libraries and other community services. (5) includes police and fire protection, administration of justice, protective inspection and street lighting. (6) includes the finance, clerk's, assessment, planning, legal, audit, personnel, property, purchasing and equipment maintenance functions.

(7) Joint Health Unit in 1963.

The predominant roles of education, protection (police, fire and justice), and debt charges in terms of both gross and net expenditures are notable. It is also significant that both gross and net health expenditures have declined in relative (though not absolute) importance since 1951. Net expenditures on sanitation and on general government became relatively more significant over this period in contrast to the gross expenditures on these services, while welfare assumed greater importance in gross expenditures but remained unchanged in the net ranking.

It should be noted of course that expenditures are not the only measure of the importance of a service ; some functions such as finance, assessment and planning, are of critical importance although requiring relatively small expenditures.

INEQUALITIES IN GROSS EXPENDITURES

The per capita gross expenditures given in Table 16-1 suggest significant differences among the municipalities in the level of service provided. Although the percentage increases since 1951 have been such as to reduce the relative differences with regard to several services, in absolute terms the inequalities are still striking.(1)

INEQUALITIES IN THE FINANCIAL BURDENS AND FINANCIAL CAPACITY OF THE MUNICIPALITIES

The per capita net expenditures given in Table 16-2 generally show relatively greater differences than the gross

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(1) Service expenditures do not of course provide a direct measure of the degree to which needs are met; they would only do so if needs and service efficiency were the same in all municipalities. This is probably sufficiently the case, however, to justify the assumption that sizeable differences in per capita expenditures indicate significant differences in the adequacy of service.

expenditures due to the equalizing tendency of provincial grants. That the level of net expenditures is largely a reflection on municipal ability to pay, is indicated by the per capita assessment ratios:

Municipality	Taxable Assessment $ per Capita 1951	1963 (2)
Ottawa	1,160	2,045
Eastview	288	1,195
Rockcliffe Park	2,630	2,730
Nepean	1,015	1,305
Gloucester	830	981

(2) Equalized 1963 assessment for 1964 taxes.

EXEMPT PROPERTIES

Previous chapters have already discussed the large amount of property in the review area, and particularly in the urban and suburban municipalities, which is owned by Federal Government Departments or Crown Corporations, and which is accordingly exempt from local taxation under the terms of the British North America Act. This results in a much lower ratio of taxable to total assessment in these municipalities than is found in other metropolitan areas of comparable size, and inevitably involves the exempt Federal properties in any consideration of municipal financial capacity.

Until the end of the second world war, Federal grants in lieu of taxes on these properties were relatively small, leaving a serious deficiency in municipal revenues which resulted in a cumulative backlog of needed works and services. Since then, and particularly since the new National Capital Act was enacted in 1958, the Federal government has undertaken the responsibility of paying such grants on more and more of its holdings until today they are generally approaching the yield which normal municipal taxation

would produce, with two significant exceptions: liability for grants in lieu of business tax on Crown Corporations properties is not recognized, and certain Crown Corporations pay grants on only a portion of their real property valuation.

This significant change in Federal policy over recent years has had a profound impact on municipal financial capacity. Aside from the feeling of uncertainty associated with revenues which remain subject to the policies of another level of government, the affected municipalities are now in a position to base their budgets on grants-in-lieu paying as well as taxable assessment.

Although Review studies have been undertaken to provide a comprehensive current picture of the grant-paying properties and the municipal revenues they yield, these have not been completed. The municipalities most affected, however, are Ottawa, which contains the majority of the Federal properties, and Gloucester and Nepean, which contain the greenbelt and certain other properties, while Rockcliffe Park receives grants with regard to the diplomatic premises located there. Eastview does not have Federal properties of any significance.

The addition of such grant-paying assessment to the taxable assessment of the five urban and suburban municipalities does not therefore eliminate the sharp differences in their financial capacities, although it augments considerably the resources of four of them. The inequalities are still apparent in the per capita municipal tax levies which are given in Table 16-3.

Striking differences in financial capacity and financial burdens are thus evident among the urban and suburban municipalities in the review area, and the equalizing effect of provincial grants still leaves significant inequalities in the gross expenditures on several services.

TABLE 16-3. PER CAPITA TAX LEVIES IN THE REVIEW AREA, 1951 and 1963.

MUNICIPALITY	Total Taxation Revenue Per Capita		
	1951	1963	% increase
	$	$	
Ottawa	65.21	121.00	85.6
Eastview	25.26	66.21	162.1
Rockcliffe Park	104.09	161.62	55.3
Nepean	45.48	92.35	103.1
Gloucester	37.14	66.77	79.8
Cumberland	35.36	55.84	57.9
March	50.61	99.57	96.7
Torbolton (1)	64.99	152.23	134.2
Fitzroy	42.98	69.24	61.1
Huntley	42.22	63.91	51.4
Goulbourn	36.49	76.23	108.9
Richmond	22.43	59.11	163.5
Stittsville	Pt. Goulbourn	55.59	
Marlborough	41.88	76.64	83.0
North Gower	43.32	85.62	97.6
Osgoode	36.22	57.46	58.6

Source: Annual Reports of Municipal Statistics, Ontario Department of Municipal Affairs.

(1) Particularly affected by the large number of cottage properties in the township, and the fact that those in residence for the summer only are not included in the Torbolton population totals used in calculating the per capita figures. Cumberland, March, Fitzroy, Marlborough, North Gower and Osgoode are also affected in this way, but to a relatively much smaller degree.

FUTURE FINANCIAL REQUIREMENTS AND RESOURCES

Although projections of operating and maintenance expenditures are not available, capital expenditure programmes for the years 1964-1968 have been prepared by Ottawa, Eastview, Nepean and Gloucester.(1) These are shown in Table 16-4, along with the accompanying assessment estimates and resulting ratios.

While the indicated 1968 ratios of debt to assessment are generally reasonable(2), it is significant that debt charges for the four municipalities together are expected to increase twice as fast as population, resulting in an increase of about one-eighth in the annual debt burden.

Present deficiencies and the anticipated developments discussed in previous chapters leave no doubt that continued increases can be expected in operation and maintenance expenditures as well. They also raise the question as to whether some of the above-noted capital programmes include all the works which will in fact have to be provided by 1968, and suggest the need not only for such capital programming in other municipalities subject to development, but also for programmes which look more than five years ahead.

The projections of assessment shown in Table 16-4 indicate anticipated growth in the municipal tax base about equal to the predicted population increase, resulting in little change in the ratios of assessment per capita.

The inequalities in financial resources discussed above may therefore be expected to continue largely unchanged if these assumptions prove valid, at least until 1968.

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(1) The Ontario Municipal Board has required these municipalities to submit such programmes before approving their proposed debenture borrowing, and has established a debenture quota in each case to prevent excessive debt accumulation. The 1964 quotas are:

Ottawa	$ 15,964,020
Eastview	1,072,000
Nepean	1,900,000
Gloucester	1,067,000

Cumberland Township has also drafted a five-year capital expenditures forecast, but is not yet on a quota.

(2) Only in Gloucester would this ratio exceed 25%, and if grants-in-lieu paying properties were included it would also drop below 25%.

TABLE 16–4. 1964 and 1968 POPULATION, ASSESSMENT, DEBT AND DEBT CHARGES PROJECTED FOR OTTAWA, EASTVIEW, NEPEAN AND GLOUCESTER.

		OTTAWA		EASTVIEW		NEPEAN		GLOUCESTER		TOTAL		
		1964	1968	1964	1968	1964	1968	1964	1968	1964	1968	% increase
POPULATION		282,600	314,700	25,450	26,000	34,400	50,400	21,800	28,330	364,250	419,430	15.1
TAXABLE ASSESSMENT (2)	$	585,100,000	663,200,000	29,500,000	31,100,000	39,400,000	55,400,000	18,940,000	25,816,000	672,940,000	775,516,000	15.2
DEBT	$	123,824,000	147,530,000	1,731,734	3,114,637	8,375,787	12,681,000	3,409,781	8,126,627	137,341,302	171,452,264	24.8
ANNUAL DEBT CHARGES	$	13,659,000	17,149,000	226,035	368,809	n/a	n/a	306,077	821,096	14,191,112	18,338,905	29.2
ASSESSMENT PER CAPITA	$	2,070	2,107	1,159	1,196	1,145	1,099	869	911	1,847	1,849	0.1
DEBT PER CAPITA	$	438	469	68	120	243	252	156	287	377	409	8.5
DEBT CHARGES PER CAPITA	$	48	54	9	14	n/a	n/a	14	29	39	44	12.8
DEBT/ASSESSMENT RATIO	%	21.2	22.2	5.9	10.0	21.3	22.9	18.0	31.5	20.4	22.1	8.3

Source: 1964–68 Capital programs prepared by the respective municipalities.

(1) Population figures for Eastview and Nepean were not provided in their capital programmes, and have been estimated by the Review staff.

(2) Not equalized.

(3) Assessment figures as given in the Gloucester capital programme include "assessment equivalents" for exempt Federal properties on which grants in lieu of municipal taxation are paid. These have been deducted by the Review staff to make the Gloucester figures comparable with those given for the other municipalities. The assessment totals as given in the Gloucester programme are: 1964 – $29,830,275 and 1968 – $37,854,275. If these figures were used, Gloucester's debt assessment ratio would be 1964 – 11.5% and 1968 – 21.5%.

Looking further ahead and afield, the population and employment projections of the Economic Prospects Report discussed in Chapters 4 and 5 indicate rising ratios of employment to population in Ottawa, Eastview, Rockcliffe Park and Nepean, declining ratios in Gloucester and the outer municipalities as a whole. If as suggested in Chapter 4, the relative needs and resources of the municipalities tend to reflect these ratios, then Gloucester and the outer municipalities which undergo development may find their financial position deteriorating if the above projections are realized.

PART V - CONCLUSION

CHAPTER 17. IMPLICATIONS CONCERNING LOCAL GOVERNMENT

If the facts and their interpretation as presented in the preceding chapters are substantially correct and comprehensive, they contain numerous implications for the future of local government in the review area.

It is not the purpose of this chapter to deal conclusively with these, for this should not be attempted until the submissions received at the forthcoming public hearings can be considered along with the research findings.

Rather, it is intended here to bring some of the more important implications into focus in order to ensure their consideration in the submissions.

The evaluation of facts requires a set of values as well as the facts however, and it is preferable that the values should be made explicit. In the case of an appraisal of government, the values usually take the form of some aims or principles of good government against which the situation under review may be compared.

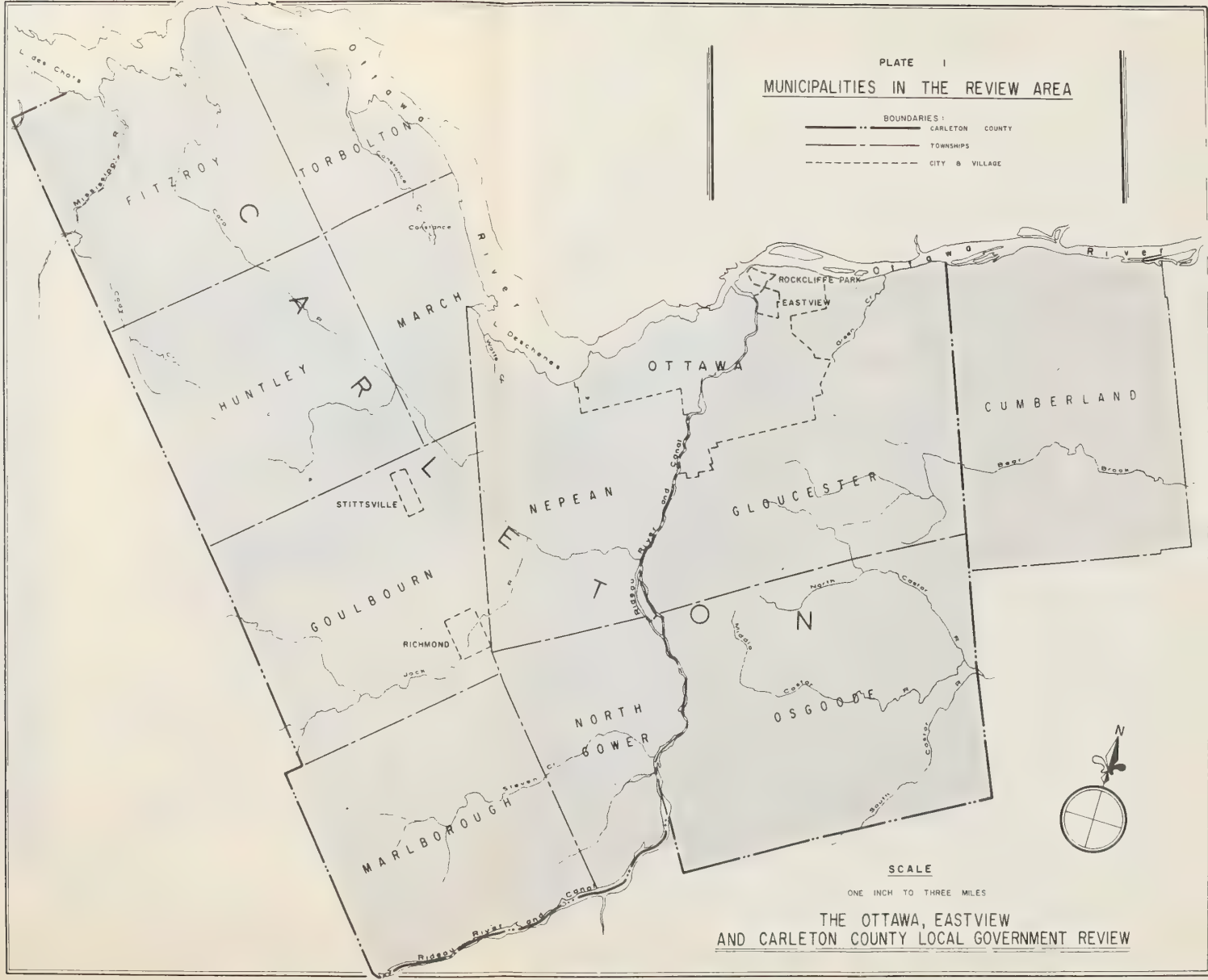
Full agreement on such principles is of course unlikely. A reasonable measure of agreement is however essential if we are to identify the problems to be met.

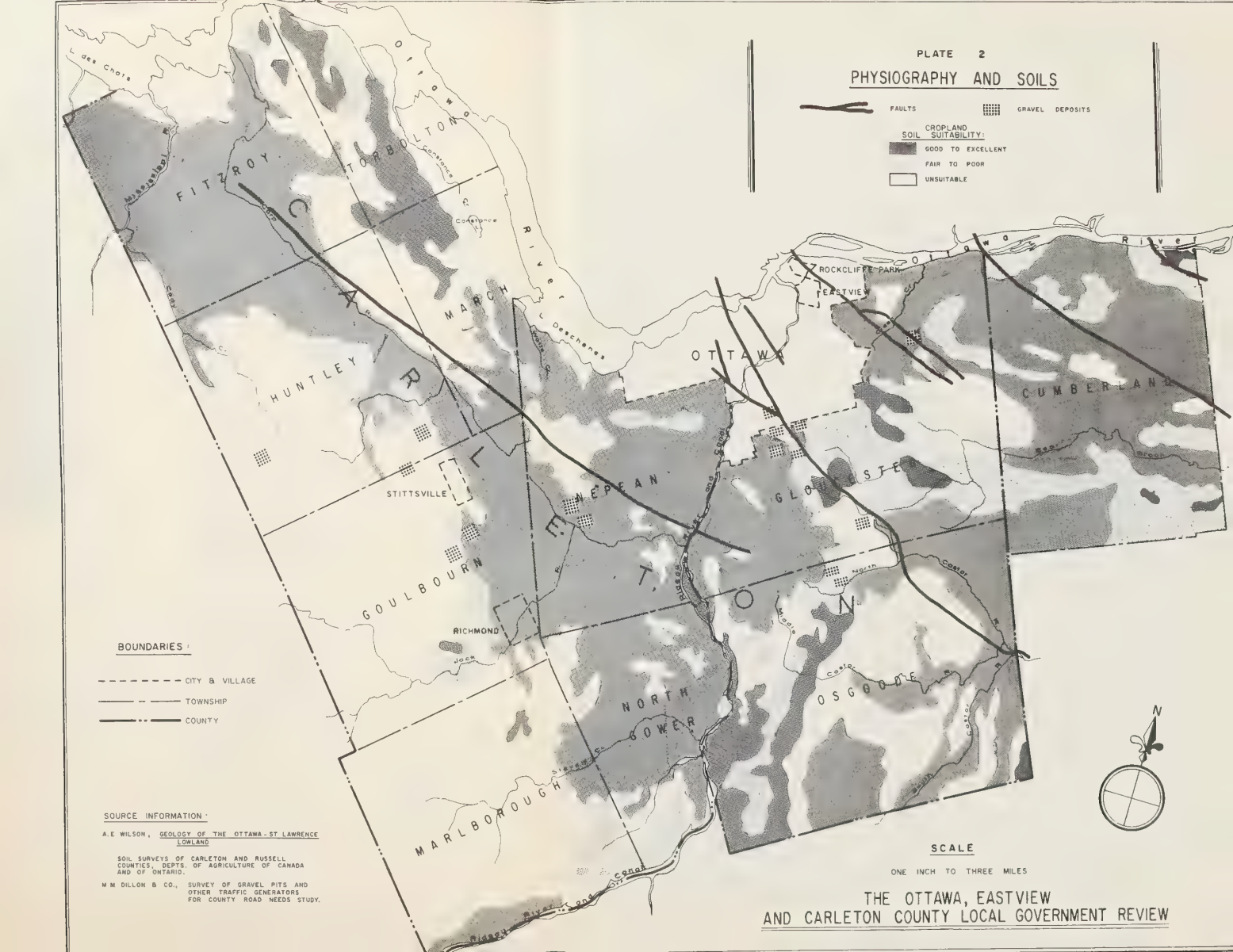
It is accordingly suggested that local government should be capable of planning and controlling development and of efficiently financing and providing necessary municipal services when and where they are required; that it should be capable of maintaining reasonably adequate service standards throughout the area of jurisdiction with due regard to diversities in such needs which now exist or may be foreseen; that it should be able to do

so at an acceptable level of municipal taxation, and with reasonably equitable tax rates in all parts of the area; and that it should provide adequate and reasonably equitable representation of the governed. In a national capital, machinery should also be provided for continuous coordination of the national, provincial and local interests.

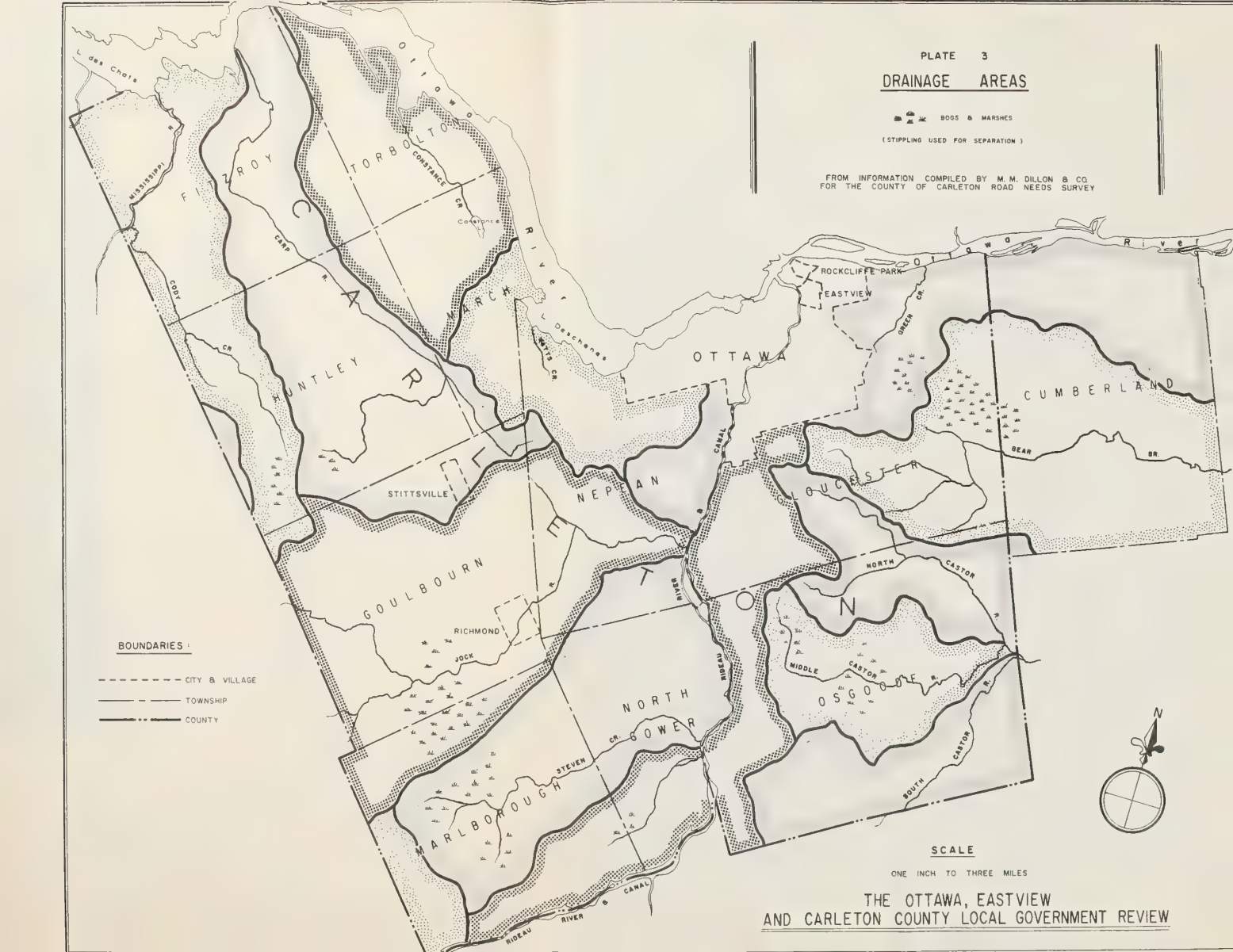
Comparison of the situation in the review area with these goals implies a need for more effective planning and control over development and service extensions, particularly beyond the greenbelt; for less inequality throughout the area in the provision of services, and in the burden of taxation; for more equitable ratios of population per elected representative; and for more effective and continuous machinery to permit the coordination of Federal, Provincial and local government activities in the area.

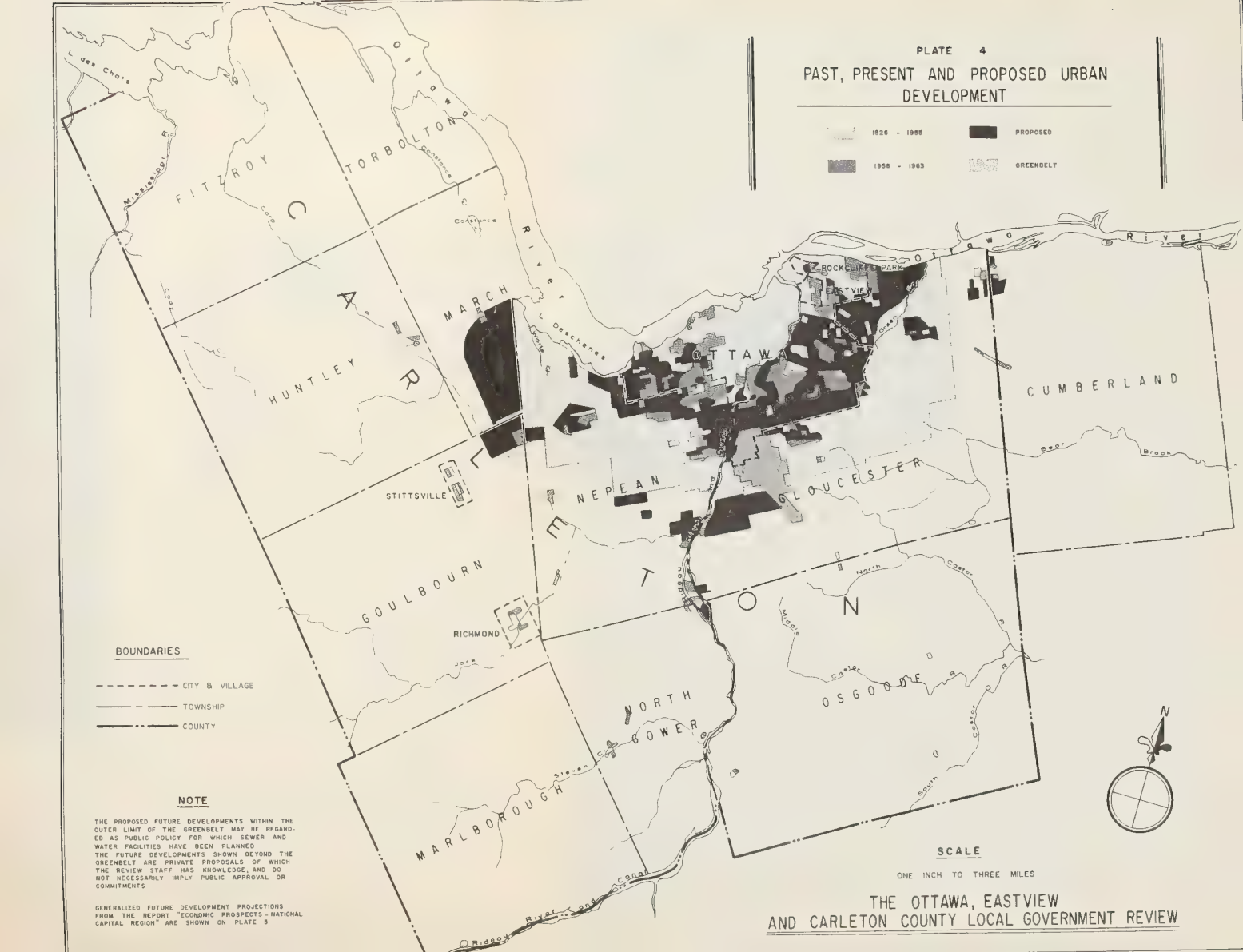
It is hoped that through discussion, criticism and revision during the public hearings, these tentative implications of the research findings can be hammered into a consensus of opinion concerning necessary changes to local government in the review area.


PLATE I
MUNICIPALITIES IN THE REVIEW AREA
BOUNDARIES :
CARLETON COUNTY
TOWNSHIPS
CITY & VILLAGE
FITZROY
TORBOLTON
CARLETON
MARCH
HUNTLEY
STITTSVILLE
GOULBOURN
RICHMOND
NEPEAN
OTTAWA
ROCKCLIFFE PARK
EASTVIEW
GLOUCESTER
CUMBERLAND
OSGOODE
NORTH GOWER
MARLBOROUGH
Ottawa River
Rideau River
Rideau Canal
Mississippi R.
Constance Creek
Jock R.
Bilberry Creek
Green's Creek
Sawmill Creek
Bear Brook
Middle Castor R.
North Castor R.
South Castor R.
Stevens Cr.
L. des Chats
N
SCALE
ONE INCH TO THREE MILES
THE OTTAWA, EASTVIEW
AND CARLETON COUNTY LOCAL GOVERNMENT REVIEW

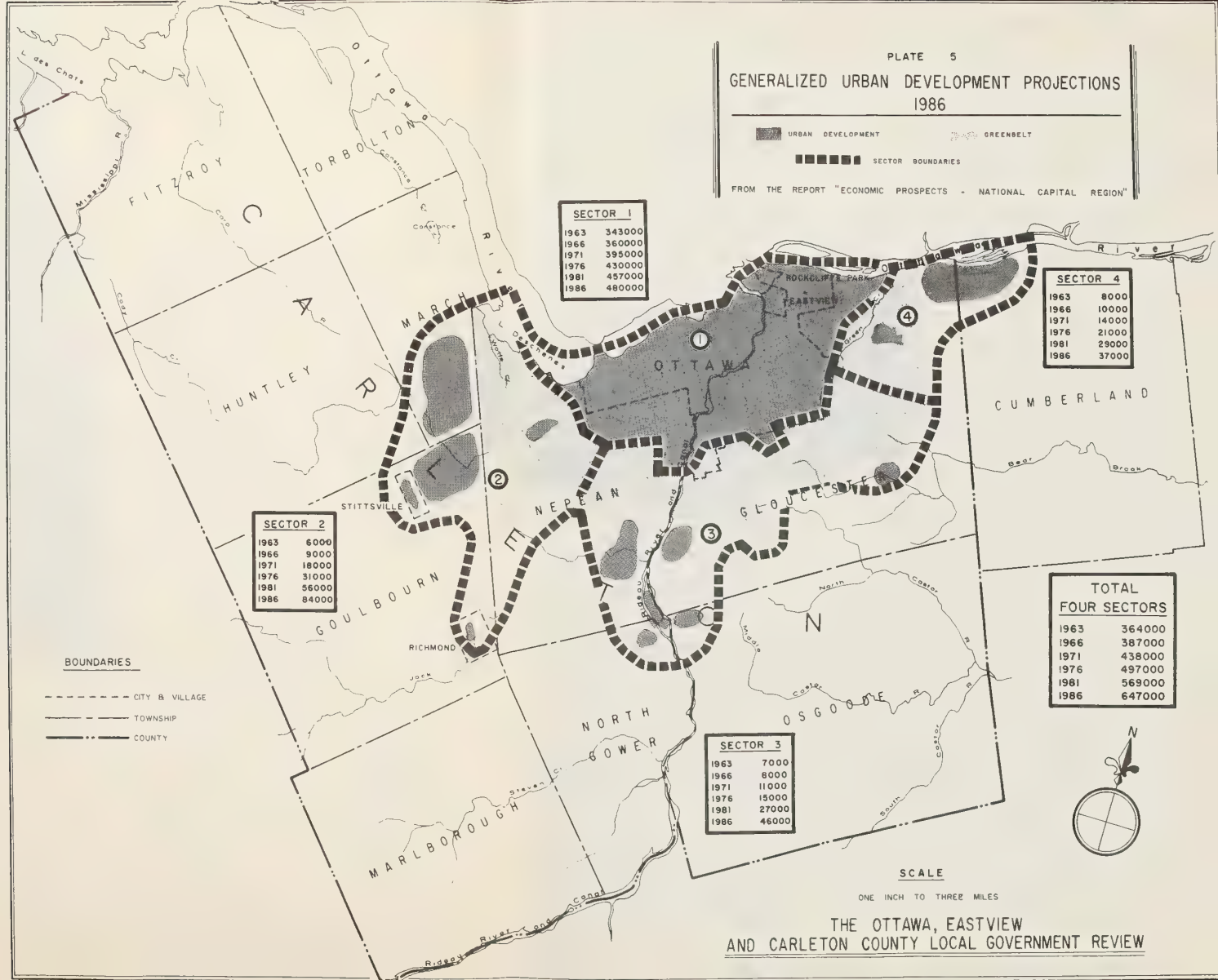


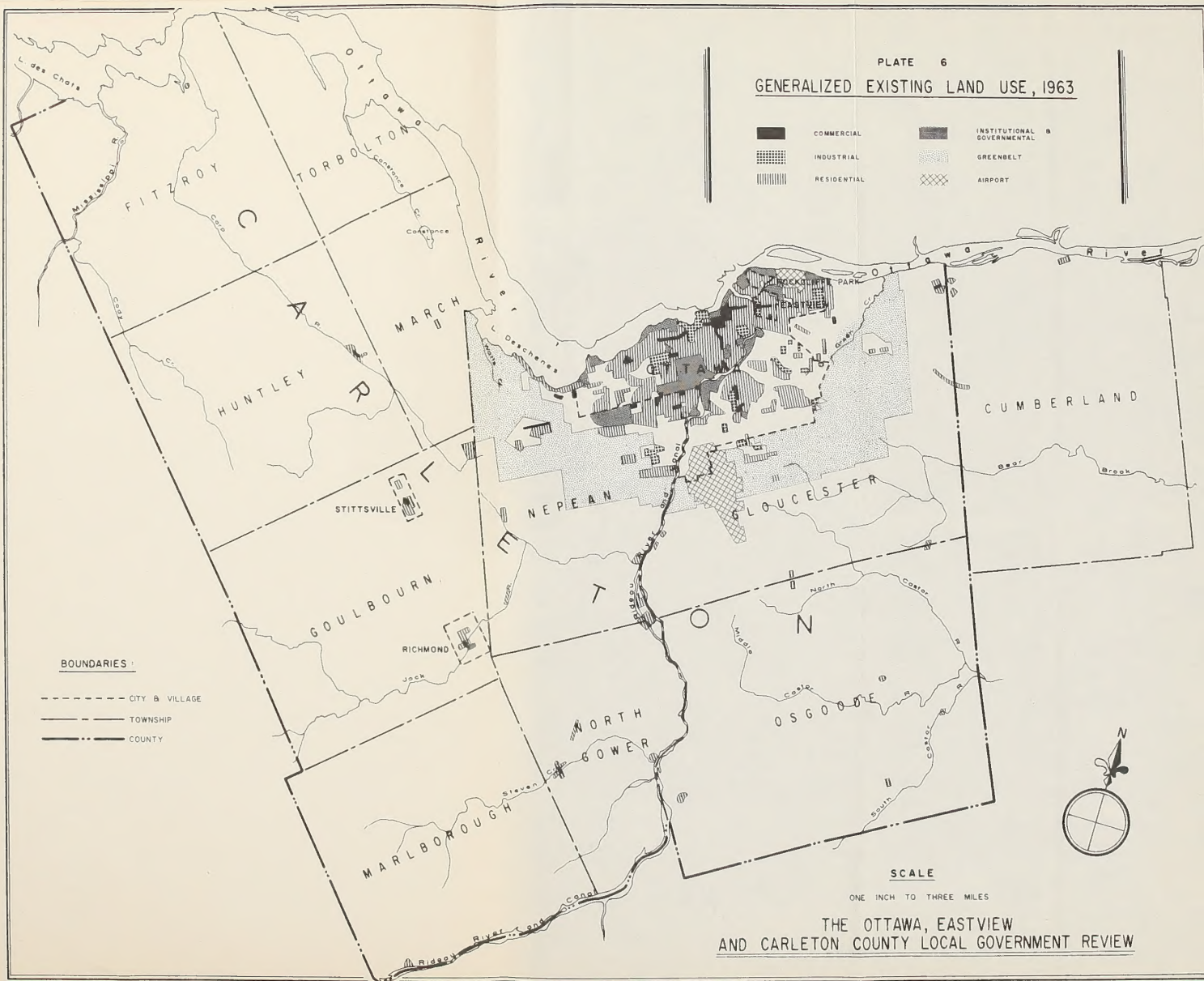
THE OTTAWA, EASTVIEW AND CARLETON COUNTY LOCAL GOVERNMENT REVIEW


PLATE 3
DRAINAGE AREAS
BOGS & MARSHES
(STIPPLING USED FOR SEPARATION)
FROM INFORMATION COMPILED BY M. M. DILLON & CO. FOR THE COUNTY OF CARLETON ROAD NEEDS SURVEY
L des Chats
Mississippi R.
FITZROY
TORBOLTON
CONSTANCE CR.
Constance
CARP R.
CODY CR.
HUNTLEY
CARLETON
MARCH
Ottawa River
L. Deschenes
WITTS CR.
ROCKCLIFFE PARK
EASTVIEW
GREEN CR.
OTTAWA
CUMBERLAND
BEAR BR.
GLOUCESTER
CANAL
STITTSVILLE
NEPEAN
GOULBOURN
RICHMOND
JOCK
RIVER
RIDEAU
NORTH GOWER
MARLBOROUGH
STEVEN CR.
RIDEAU RIVER & CANAL
NORTH CASTOR R.
MIDDLE CASTOR R.
SOUTH CASTOR R.
OSGOODE
BOUNDARIES :
CITY & VILLAGE
TOWNSHIP
COUNTY
N
SCALE
ONE INCH TO THREE MILES
THE OTTAWA, EASTVIEW
AND CARLETON COUNTY LOCAL GOVERNMENT REVIEW



THE OTTAWA, EASTVIEW AND CARLETON COUNTY LOCAL GOVERNMENT REVIEW


PLATE 5
GENERALIZED URBAN DEVELOPMENT PROJECTIONS
1986
URBAN DEVELOPMENT
GREENBELT
SECTOR BOUNDARIES
FROM THE REPORT "ECONOMIC PROSPECTS - NATIONAL CAPITAL REGION"
SECTOR 1
1963 343000
1966 360000
1971 395000
1976 430000
1981 457000
1986 480000
SECTOR 2
1963 6000
1966 9000
1971 18000
1976 31000
1981 56000
1986 84000
SECTOR 3
1963 7000
1966 8000
1971 11000
1976 15000
1981 27000
1986 46000
SECTOR 4
1963 8000
1966 10000
1971 14000
1976 21000
1981 29000
1986 37000
TOTAL
FOUR SECTORS
1963 364000
1966 387000
1971 438000
1976 497000
1981 569000
1986 647000
BOUNDARIES
CITY & VILLAGE
TOWNSHIP
COUNTY
SCALE
ONE INCH TO THREE MILES
THE OTTAWA, EASTVIEW
AND CARLETON COUNTY LOCAL GOVERNMENT REVIEW
OTTAWA
EASTVIEW
ROCKCLIFFE PARK
CUMBERLAND
GLOUCESTER
NEPEAN
GOULBOURN
HUNTLEY
FITZROY
TORBOLTON
MARCH
NORTH
GOWER
MARLBOROUGH
OSGOODE
RICHMOND
STITTSVILLE
CARLETON


PLATE 6
GENERALIZED EXISTING LAND USE, 1963
COMMERCIAL
INDUSTRIAL
RESIDENTIAL
INSTITUTIONAL & GOVERNMENTAL
GREENBELT
AIRPORT
BOUNDARIES :
CITY & VILLAGE
TOWNSHIP
COUNTY
SCALE
ONE INCH TO THREE MILES
THE OTTAWA, EASTVIEW
AND CARLETON COUNTY LOCAL GOVERNMENT REVIEW
CARLETON
FITZROY
TORBOLTON
MARCH
HUNTLEY
GOULBOURN
MARLBOROUGH
NORTH GOWER
OSGOODE
RIDEAU
GLOUCESTER
CUMBERLAND
NEPEAN
OTTAWA
EASTVIEW
ROCKCLIFFE PARK
STITTSVILLE
RICHMOND
L. des Chats
Mississippi R.
Carp
Constance
Ottawa River
Deschenes
Rideau River
Jock
Bear Brook
North Castor
Middle Castor
South Castor
Rideau Canal
Ridgeway



JUN 2 7 1989

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